



RALEIGH DOWNTOWN URBAN DESIGN

**A Comprehensive Guide
For The Development
Of Downtown Raleigh**

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BACKGROUND

In November 1987, the Raleigh City Council adopted the Downtown Plan Update (known as the "Raleigh Downtown Plan") to the 1972 Greater Raleigh Central Area Plan. This update "is not a new plan but in part a synthesis and refinement of the plans which have been developed since the adoption of the master plan." An aspect of this plan called for the development of urban design guidelines for downtown. This study is the response to that part of the plan.

Efforts to arrive at this Guide began in September 1988 with review of the several studies that had previously been completed about downtown or parts of downtown. The information gathering phase also included analysis of existing conditions, field surveys, and recording of observations and perceptions. A critical step in this process was a public workshop that was held in November 1988, with representatives of the business community, development companies, neighborhood groups, design professionals, and commissions. There were also meetings with the Downtown Raleigh Development Corporation and the Raleigh Chamber of Commerce. More reviews and workshops will be held before the Guide is adopted. Especially important is the review by representatives of the State of N. C. and coordination of design with the State University.

INTENTIONS

It is recognized that this Guide to Downtown Urban Design will serve many purposes and constituencies. For some, this Guide will speak of aspirations while for others they will serve as a technical reference. It should be of importance to and used by individual citizens, citizen groups, the City council, City staff members, County and State agencies, the business community, landscape architects, and architects as a guide to future development in downtown. It offers development guidance to both the private and public sector; a framework for review of proposed actions; the basis for discussion among the City, County, State, and business communities; a tool for public relations, marketing, and fund raising; the means for implementation of public policy; the foundation for further studies about particular aspects of downtown and the opportunity to have a significant, positive impact on downtown Raleigh.

This Guide constitutes a set of principles and objectives for the design of Raleigh's downtown area. These should serve as the basis for implementation activities including, as appropriate, changes to the City Code, capital budgets and development incentives. Unless otherwise indicated, existing regulations concerning building, parking, signage and historic districts continue to apply. The Guide is a stand alone document and is not part of the City's Comprehensive Plan.

The community wishes for an attractive and active downtown, one that it can point to with pride. This goal cannot be achieved overnight - there are no quick fixes or easy paths. Rather, a vital and beautiful downtown will be the result of hard decisions that are made for the long term, of significant initiatives made by both the private and public sectors, and of cooperation among many parties working toward a collective vision.

In order for downtown Raleigh to prosper as it should, changes will be necessary. Some of these changes will be attitudinal and others will be physical. The intention of this Guide is to establish a framework for future development and to help insure that the potential of an economically healthy and lively downtown Raleigh is brought to full realization. It is hoped that this Guide will enhance development opportunity while promoting the greater goals of the community. It should eliminate both chaos and boredom, ensure quality and cooperation while promoting architectural and design creativity. The basis for this Urban Design Guide is the belief that while a city is many things, it is as much a physical object as it is anything else. As a physical object it can be designed to be beautiful, practical, and humane. The physical city after all, is the result of all efforts whether social, economic, or transportation related and it is the physical city that citizens have to occupy, to live and work in. Thus, it is the physical city that must be designed.

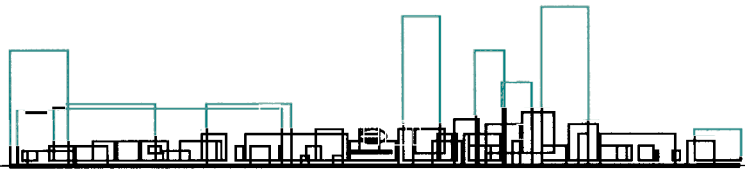
STRUCTURE

PREMISE 1

A visible, coherent, and clear structure is of special significance when considering environments at the scale of downtown. Cities of their own nature are complicated, intricate, and ever-changing. The physical structure provides the opportunity to order this environment. An easily recognized structure will also provide a physical image that is memorable. Savannah's pattern of regular squares that occur in the middle of a series of streets, Chicago's grid of streets that is only altered by the lake shore or rivers, and San Francisco's grid that shifts at Market Street but which continues in spite of the hills are examples of memorable city structure.

Studies have indicated that the need to pattern our surroundings is so crucial and so rooted in our cultural past that it not only has practical application, but that it also is important emotionally. The perception of a downtown is garnered over time and in differing sequence. Our contact with downtown is usually partial, that is, we know it in fragments. A physical structure allows us to make downtown whole by allowing the parts to be recognized and organized into a coherent pattern.

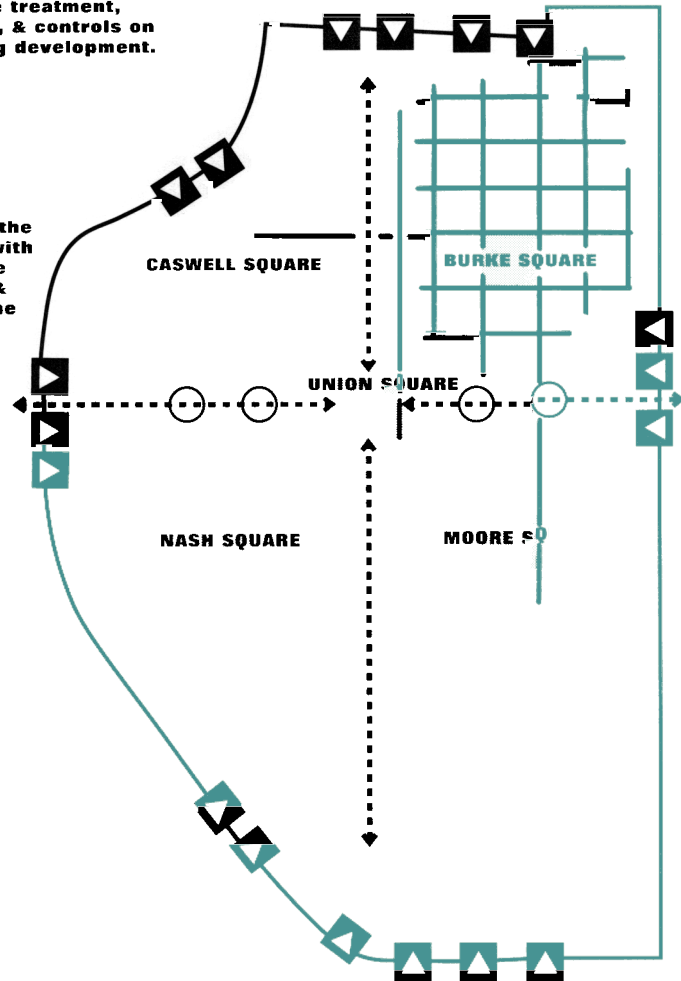
If properly conceived and constantly reinforced to maintain its clarity, the structure will provide order, a means of orientation, and a way to establish hierarchy within the downtown. It will be the principal device which separates downtown from the rest of the City. It should make it possible to know when you are there, and where you are within downtown.



THE SQUARES
Reinforce presence of the 5 public squares with special streetscape treatment, streetwalls, & controls on surrounding development.

THE EDGES
Emphasize the boundary with streetscape treatment & highlight the major entrances.

THE GRID
Maintain the basic street system of regular block and street dimensions.



THE AXES
Highlight the 4 original axis streets making them ceremonial corridors. Celebrate intersections of axes with other major vehicular corridors.

STRUCTURE:
THE CHRISTMAS PLAN: Basic elements of five squares, the street grid system, the axes, & the edges.
THE STREETS: Urban public rooms, not solely utilitarian corridors.
THE SKYLINE: Emphasize natural ridgelines.

THE CHRISTMAS PLAN

The simple and elegant William Christmas Plan of 1792 inherently possesses the clarity and structure necessary to provide Raleigh with a unique and cohesive downtown. Therefore, the basic framework and the primary characteristics of the Christmas Plan should be recognized, maintained and, as appropriate, re-established or reinforced through public and private development. These primary characteristics are:

1. THE SQUARES:

The original five squares should be recognized as major civic spaces and focal points, and should be reinforced as major "rooms" in the cityscape with continuous building frontages on the sides of each square. The development of new public plazas identified in the City's adopted Downtown Plan is permitted. The presence of the five squares should be emphasized with special treatments of the streetscape and other means to reinforce the squares as destinations and amenities.

2. THE GRID:

The original Christmas Plan had eleven (11) North-South streets and twelve (12) East-West streets. The regular pattern of block size, street widths and intersections, with variations at the edge of the original grid plan and along the four axial streets, help to orient and direct drivers and pedestrians. Frequent intersections and limited street widths aid accessibility and circulation. Further street closings or alterations of direction of those streets beyond those already executed or planned should be avoided. The return of two-way traffic movement on certain streets is encouraged and should not be precluded. Other alterations, such as pedestrian bridges, landscaping, or buildings over streets which interrupt the continuity of axial views along the centerline of streets should be discouraged. Walls of buildings should predominantly parallel the orientation of the grid.

3. MAJOR AXES:

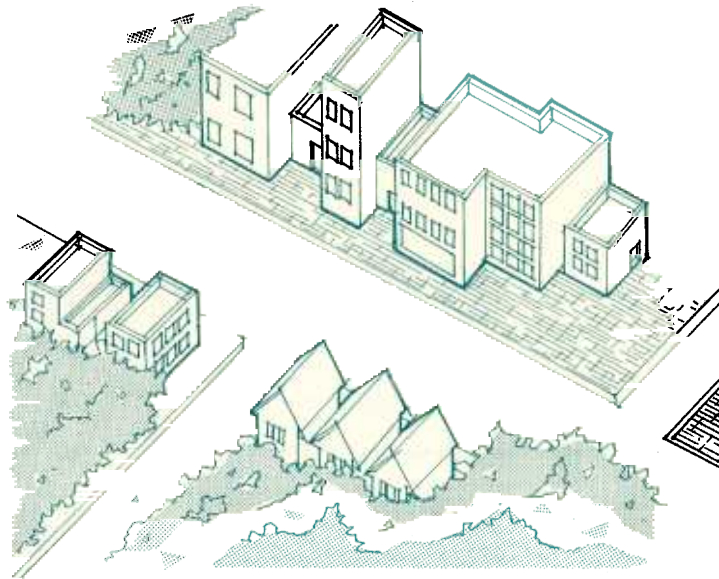
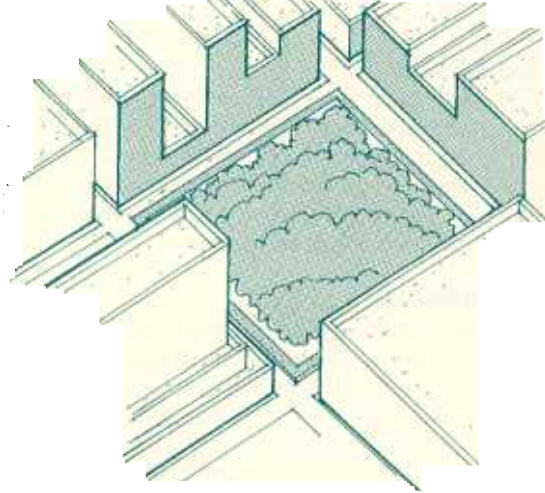
The major axes of the Christmas Plan, which originally were the four main streets of the City, should be designated as ceremonial corridors. The visual axes in all four directions to Union Square and the Capitol Building should not be interrupted. Intersections of these axes with major vehicular streets should be celebrated with special paving and streetscape improvements. Monuments,

memorials and public art should be encouraged along these ceremonial corridors. Landscaping and other streetscape improvements should be formal.

4. EDGES:

Downtown should be recognized and reinforced as a finite place emphasized by discrete edges and entrances and with specific visual characteristics within its boundaries. Entrances into the downtown at major vehicular corridors and ceremonial corridors should be marked with "gateways", special landscaping or architectural treatments that may include paving materials, lighting and graphics. The green space bordering the downtown should be developed to define and emphasize the edges and to link the downtown area with the surrounding neighborhoods.

Square defined by building faces and special street level treatments



Change in land use and development character at edge of core emphasized by streetscape.

THE STREETS

The elements in the streetscape that define and separate different uses should contribute to the sense of structure and identity for downtown. The streets within the downtown area should be viewed as urban public rooms defined by building edges, and not solely as utilitarian corridors. The following should apply:

5. UTILITIES:

Overhead utilities are unsightly and detract from the uniform appearance of the street corridor and should be removed. Loading areas and utility service areas along street frontages should be avoided where possible. If not, they should be screened or integrated into the building's architecture.

6. MATERIALS:

Streetscape improvements in the public right-of-way should be planned and executed with care taken to maintain a simple and consistent vocabulary of material and design in landscaping, paving, furnishings, and all other fixtures and graphics. These designs should be unique to downtown.

7. HIERARCHY:

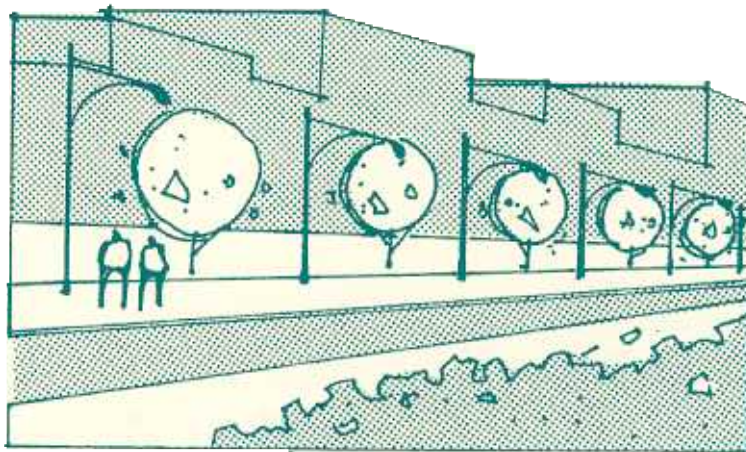
Focus areas such as the five squares and the axial streets may receive special treatment. Overall the hierarchy of the street system should be reinforced. Along the principal north-south vehicular corridors, Dawson-McDowell and Person-Blount streets, buildings should be setback to provide an approximately 20' wide pedestrian and landscaped area between the street curb line and the building face. While Salisbury and Wilmington streets have evolved into service streets for Mall properties, pedestrian comfort and interest remains very important. Amenities and conveyances for pedestrians should be provided.

8. SIGNAGE:

Information, direction and regulatory signs in downtown should be different than in other sections of town, perhaps with a unique color or type style, or used in combination with a logo. Mounting style and hardware should match the street furniture of the rest of the streetscape. Signage should clearly direct, inform and identify.

9. FENCES:

In general, fences should be viewed as a visual element that enhances the property and not simply as a utilitarian element. Therefore, fences should be compatible with its context and integrated into the architecture. Chain link fences should not be permitted where visible from the public right-of-way. When they occur, chain link fences should be screened with plant materials.



Simple uncluttered streetscape treatments throughout downtown unify the area and create a unique identity



Structure is enhanced by uniform building setbacks, similar horizontal elements in facades, and the integration of other elements such as fences

THE SKYLINE

Building height and form contribute to the sense of order and image of the downtown. There are several opportunities to view all or parts of downtown from a distance. Generally, these views are of the upper portions of buildings and thus skyline is an important aspect of the City's image. It gives downtown a locus. The following should be applied:

11. RIDGELINE:

Generally, the tallest buildings should be encouraged at the Fayetteville Street Mall and along Hillsborough Street (except within Historic Districts) to emphasize the prominence of the natural ridge lines; the Southwest quadrant between the ridgelines should also be the location of tall buildings.

12. SIGNAGE:

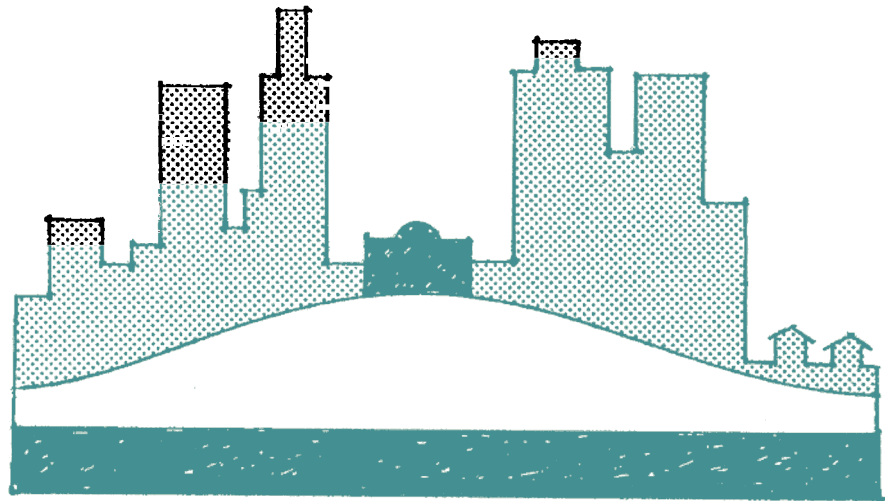
Generally, signage at the tops of buildings is to be discouraged or limited in size in favor of a distinctive building top. When signage is deemed essential it shall not protrude above the building line and must be integral to the architectural design. A review of the Sign Ordinance as it relates to Downtown should be undertaken to review a variety of issues relating to signs.

13. LIGHTING:

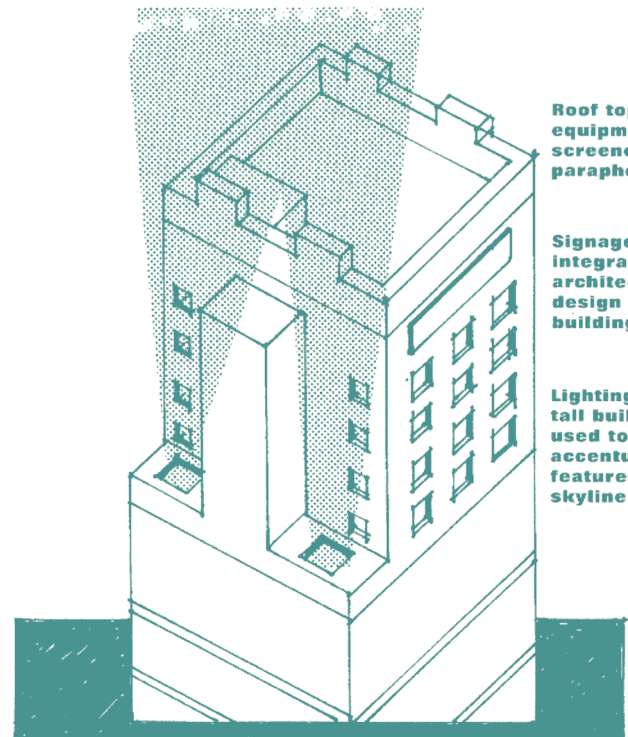
It should be encouraged that the tops of prominent buildings over 10 stories should be lit at night with lighting that accents the architectural features of the building. General floodlighting is discouraged. Lighting for special events is a program that should be explored further.

14. EQUIPMENT:

Mechanical equipment, satellite or microwave dishes, elevator penthouses, and other utilitarian equipment should be screened from view by means that are integral to the architecture of the entire building.



Highest intensity development concentrated on the ridgelines

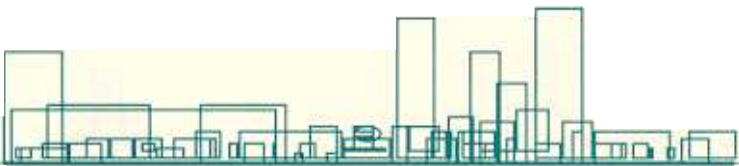


Roof top equipment screened by parapet wall

Signage integral to architectural design of building

Lighting on tall buildings used to accentuate features and skyline

DIVERSITY

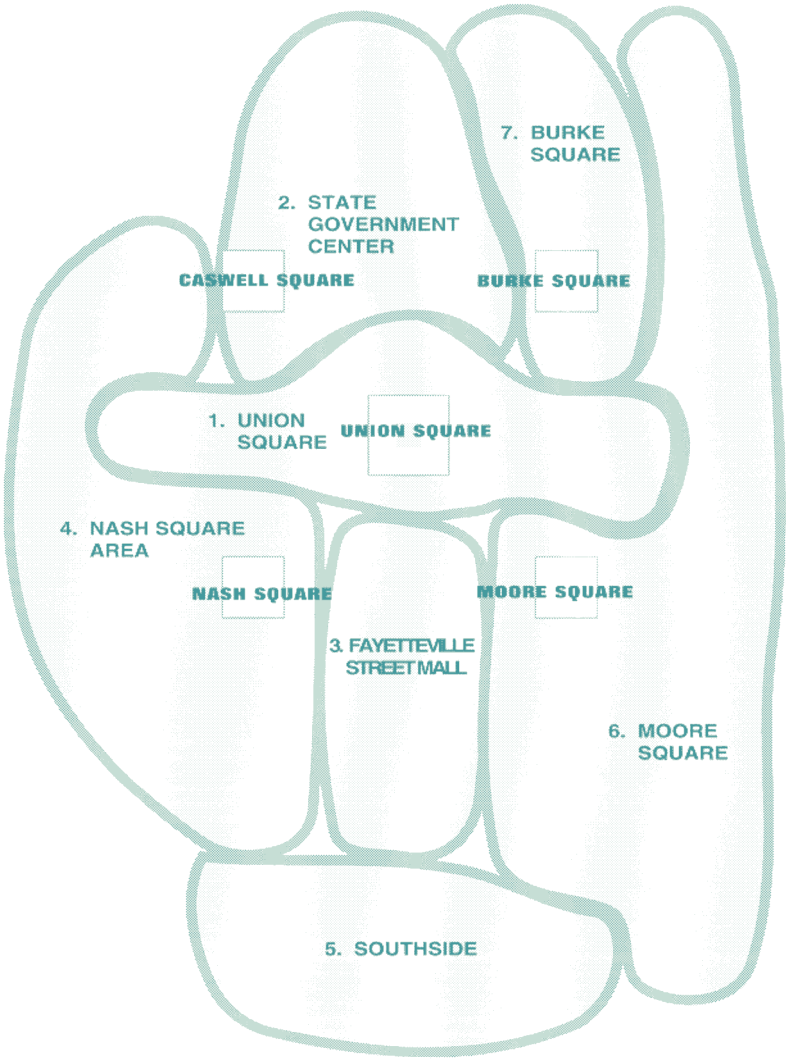


PREMISE 2

Diversity is an essential quality to creating an interesting and lively downtown. The existence of both a structure and variety will permit richness to exist in downtown. Structure without diversity can result in a sterile, unappealing environment that does not recognize the pluralistic nature of a city and its history. Diversity without structure could lead to chaotic growth that ignores the city's history and the potential strength derived from its readability.

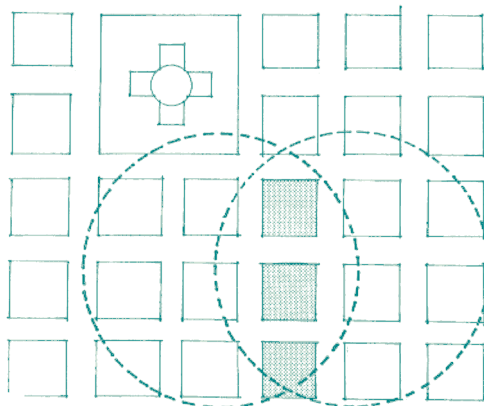
One of the attributes of a downtown is that many different things occur in a concentrated area and this variety adds to the vitality of downtown. It will manifest itself through a diversity of facilities, activities, experiences, and lifestyles. While some parts of downtown might have recognized districts that are predominantly singular in their nature, other areas will encourage great mixture and overall there will be increased diversity.

Incorporating and permitting diversity will allow for spontaneity and the idiosyncrasies which can enrich any downtown. The diversity should permit and accept growth and change in order to maintain a healthy downtown. It must recognize the history of the city, but it also must permit the city to develop so it can create a continuous history for future generations.



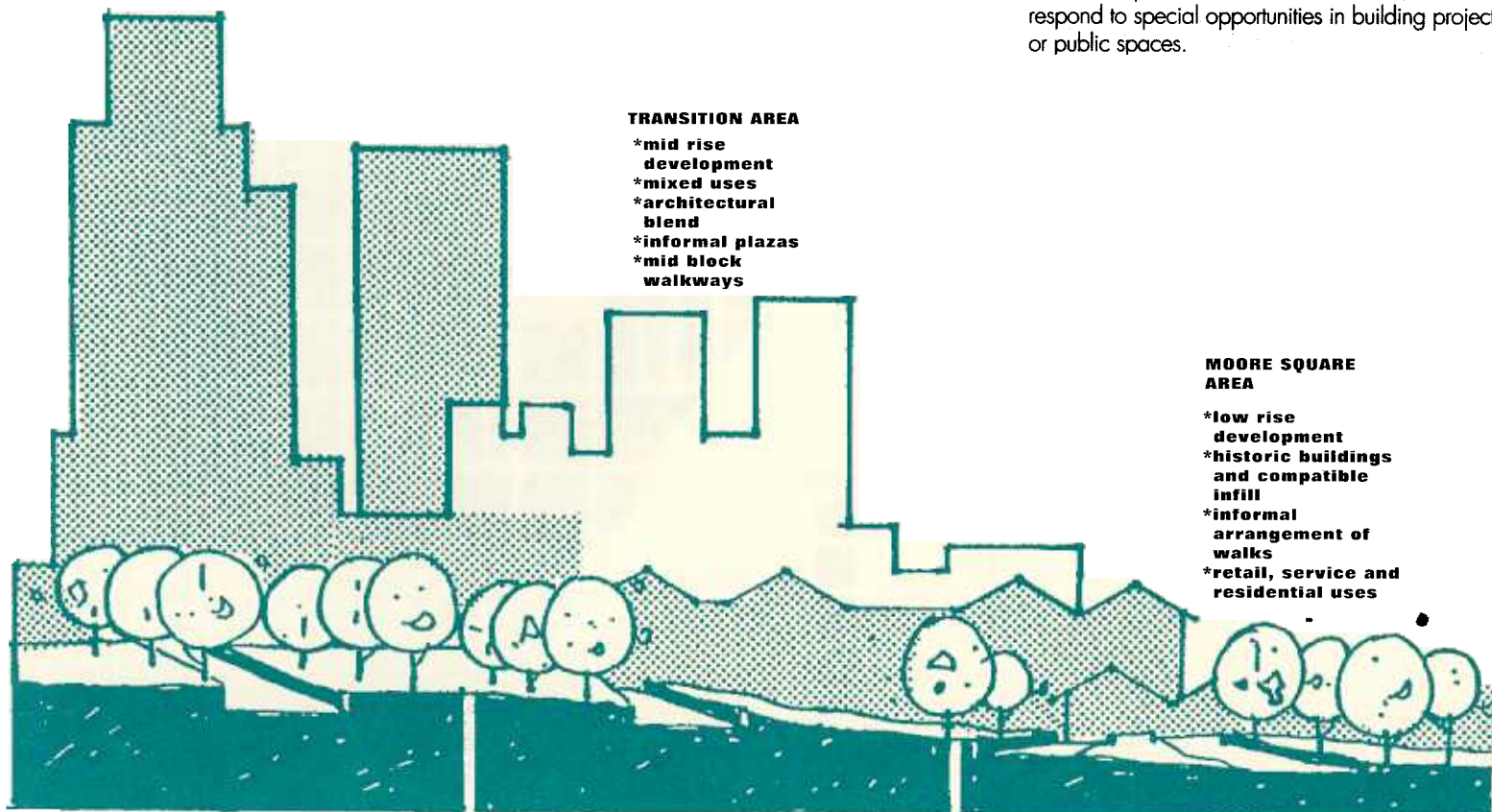
DIVERSITY:
Identify unique design districts within the downtown area and apply flexible guidelines based on the characteristics of these districts.

Allowing a transition in building character and land uses between different design districts helps to maintain the distinctiveness of each district



FAYETTEVILLE STREET MALL

- *high rise development
- *contemporary architecture
- *formal plazas
- *office and retail activity
- *financial center



TRANSITION AREA

- *mid rise development
- *mixed uses
- *architectural blend
- *informal plazas
- *mid block walkways

MOORE SQUARE AREA

- *low rise development
- *historic buildings and compatible infill
- *informal arrangement of walks
- *retail, service and residential uses

15.DISTRICTS:

There are unique districts and special places within the downtown area whose characteristics and expectations of change should be defined. The maintenance and reinforcement of these distinct areas are important to the diversity of the downtown area. Different design recommendations for each area should be adopted by policy, based on the context of current development, as well as plans for future growth. It should be noted that design districts are not specifically defined by boundaries and that there are transition areas where the design guides for adjoining districts may apply.

16.STREETSCAPES:

Streets should be designed for multiple functions and uses with visual interest and diversity. Design recommendations for streetscape improvements and private development should be flexible to allow expressions of individual designs, within the context of broader plans for the downtown area, and respond to special opportunities in building projects or public spaces.

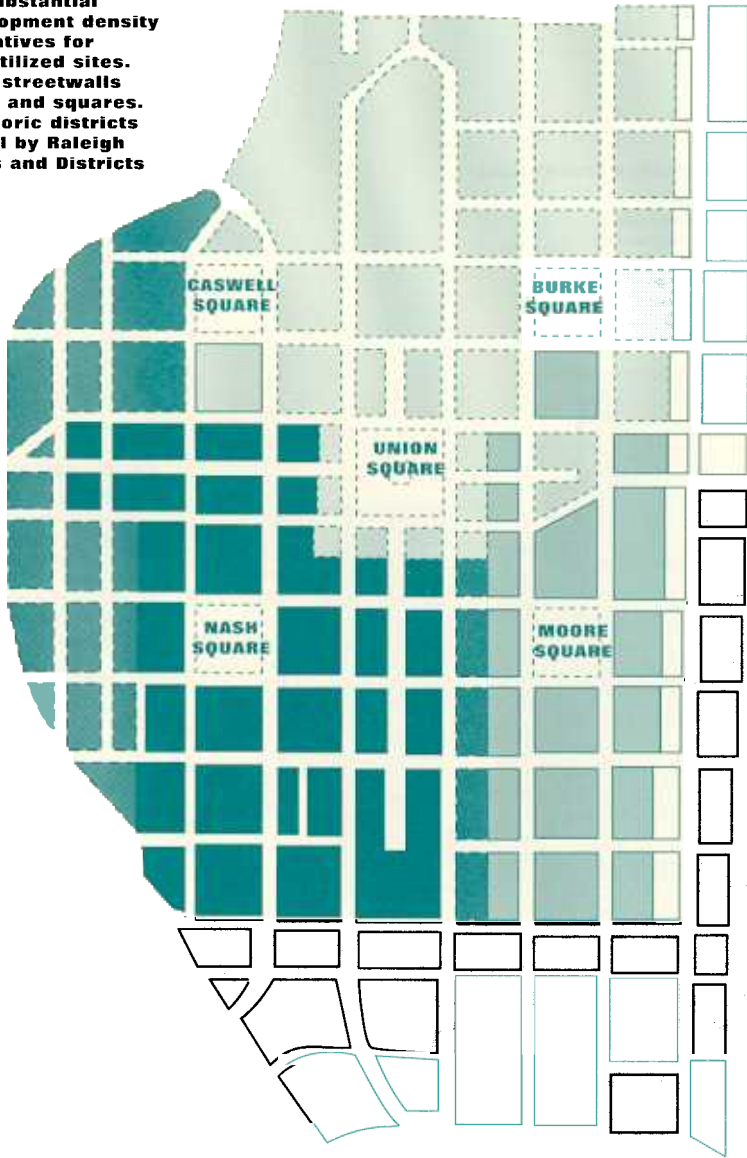
DENSITY

PREMISE 3

In order to create the critical mass to have a lively downtown, to have a recognizable structure, and to support multiple layers of commerce and service it will be necessary to increase the density of downtown. The infrastructure - utilities and streets - will have to be adequate to support an increased density, but the amount of vacant or underutilized land suggests this should not be a problem. The several areas in which buildings are currently missing create a discontinuity of activity and effectively weaken downtown. Increased densities should add to the number of people downtown and thus to activity.

While densities may be increased through greater building height, the preferred method for increasing density for the near term is through development of vacant and underutilized sites. The goal is to create continuous streetwalls that define the streets and squares.

DENSITY:
Target areas for substantial increases in development density and consider incentives for developing underutilized sites. Create continuous streetwalls that define streets and squares. Density within historic districts subject to approval by Raleigh Historic Properties and Districts Commission.



17. UNDERUTILIZED SITES:

The density of downtown should be increased by encouraging development of vacant and underutilized sites. The demolition of buildings resulting in vacant lots or permanent surface parking that disrupts the streetwall should be discouraged in the designated higher density areas.

18. PARKING:

New development proposals, particularly for high intensity projects, should be evaluated based on compatibility with the City's parking and transportation plans, including the provision of appropriate parking by the project developer. Structured parking should be encouraged in the central core of downtown. Surface parking lots, while not desirable, are recognized as necessary interim parking resources for downtown office workers. When they occur at the street edge, surface lots should be landscaped with plantings that define the streetwall.

19. TARGET AREAS:

There should be designated target areas for new near term development on sites that reinforce the squares, entryways, the mall and the streetwall.

20. WESTERN DOWNTOWN:

In general, substantial increases in development density, particularly for new residential and commercial uses, should be concentrated in the western part of downtown.

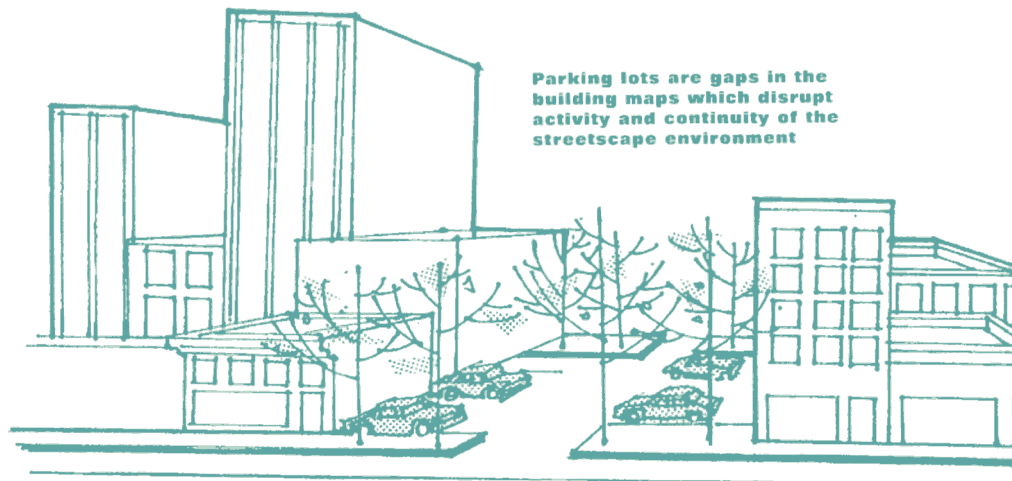
21. DESIGN PARAMETERS:

High intensity development should be encouraged to have certain urban-type amenities with the building, linking added density of development to features that provide entertainment, public spaces, services or urban design elements.

Underutilized sites are a priority for higher density development with special amenities



Parking lots are gaps in the building maps which disrupt activity and continuity of the streetscape environment

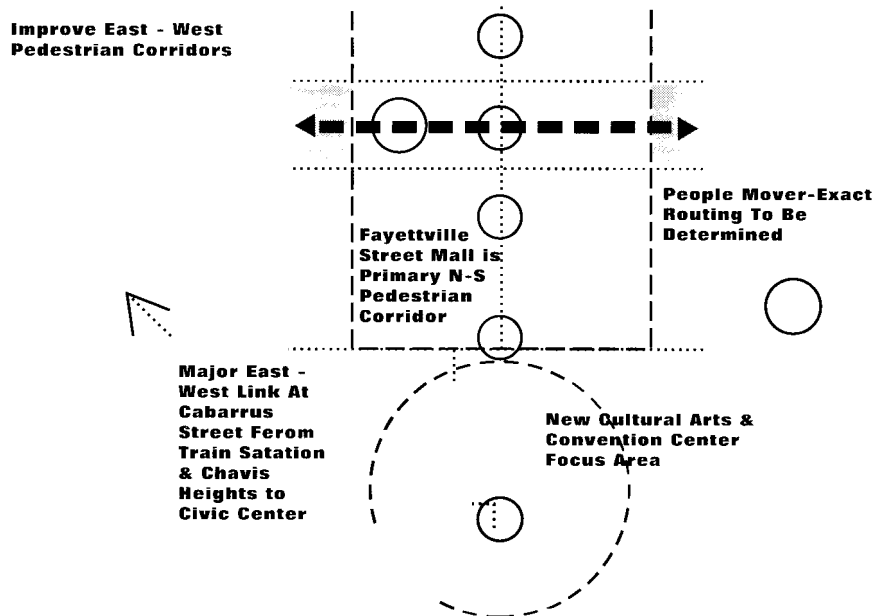
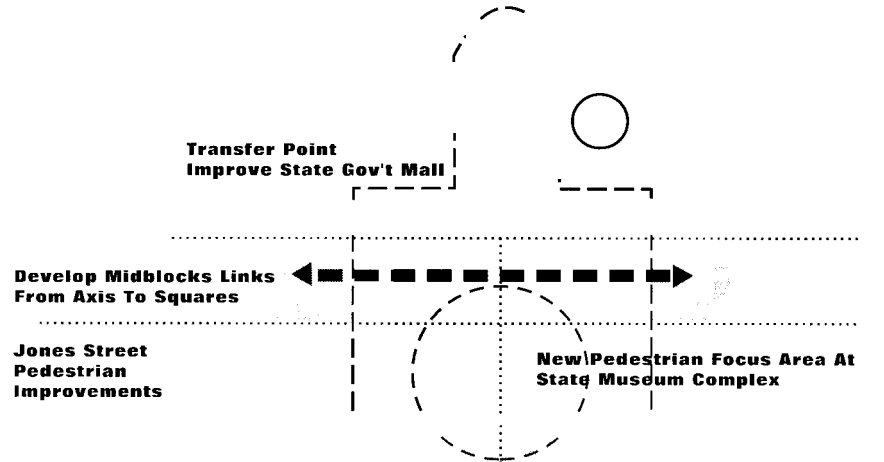


PEDESTRIAN

PREMISE 4

Downtown is to be considered primarily as a pedestrian oriented domain. Within this concern for the pedestrian is the need to enhance the quantity of pedestrian activity and to improve the quality of the pedestrian experience. Improving the density as mentioned previously should increase pedestrian activity. An active street life, for instance, depends upon the number and frequency of connections between buildings and the street. The kinds of activities and building uses downtown and their relationship to parking and transportation will similarly impact the quantity of pedestrians on the street. The amount of pedestrian traffic may well be a worthwhile yardstick against which to measure the health of downtown.

The quality and continuity of pedestrian space suggests the need to design these spaces carefully and to be concerned about the pedestrian scale of downtown. Ease of pedestrian movement; provision for adequate area; and the appearance, safety, and comfort of these areas are critical parts of improving the quality of these spaces. There must be places to watch people and places where one can be seen, places to promenade and places to sit, places for several to gather and places to be alone. The placement, organization, and design of street furniture are also important to the quality of the pedestrian domain.



PEDESTRIANS

Facilitate increased pedestrian activity and interest downtown. Reinforce current pedestrian areas and create new focus areas. Enhance street level uses in buildings, visual interest in new buildings and streetscape improvemtns. Introduce people mover with transfer points at ket locations.

22.THE MALLS:

The Fayetteville Street Mall and the State Government Mall, with proposed improvements, are recognized as major pedestrian activity centers. Enhanced east-west pedestrian corridors at each street and east-west mid-block pedestrian connection from each of the four Squares should be encouraged.

23.NEIGHBORHOOD LINKS:

A major east-west pedestrian link along Cabarrus Street from the railroad station and the Downtown East neighborhood to the Civic Center Complex is also recommended as are pedestrian links to each neighborhood bordering the City's core.

24.OVERHEAD WALKWAYS:

Overhead walkways and arcades that cross over streets or which duplicate City sidewalks at street levels may dilute pedestrian activity at the street level. Proposals for overhead walkways should be considered on a case by case basis, however, recognizing that some projects benefit by incorporating such structures.

25.PARKING FACILITIES:

Surface parking lots and parking structures which line the streets are detriments to the vitality of pedestrian life. Lower floors of parking structures should include retail functions in designated districts. Surface lots at the street edge should be landscaped to improve appearance and maintain the continuity of the streetwall. There should be minimal street frontage used for parking.

26.BUILDINGS:

Street level areas in buildings within the commercial core should contain uses that attract pedestrian activity such as retail, exhibition space, and public art. Continuity of this activity within the area is essential. Therefore, multiple entrances, display windows, open lobbies, architectural detail and other means that enhance activity are encouraged. Blank, solid walls at the street edge are discouraged. Increased architectural detail that adds interest at the pedestrian level is encouraged. Service areas and equipment should be screened from view; the screening should be integrated into the building architecture or site landscaping.

27.STATE MUSEUMS:

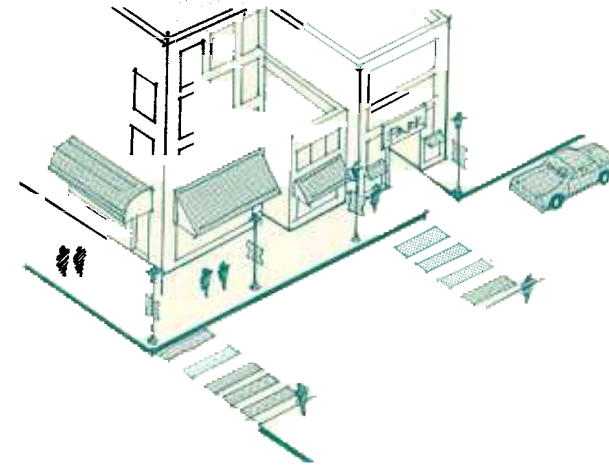
The development of the area between the State Capitol and the Legislative Building into a core of museums should be encouraged as a pedestrian activity zone.

28.CONVENTION CENTER:

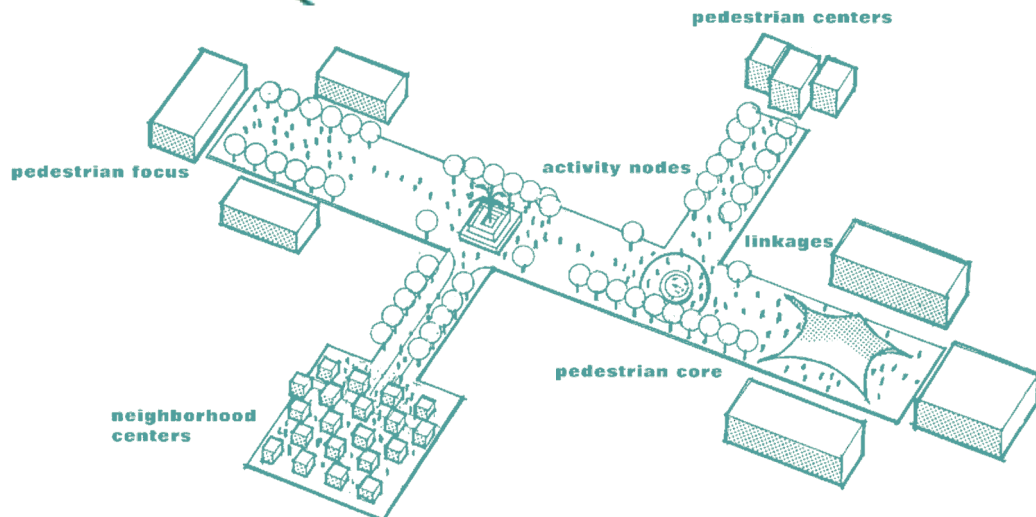
Linking the Performing Arts Complex and the Civic Center to each other and to downtown visually and functionally is recommended in order to create a southern focus of activity. Improved pedestrian access from the Fayetteville Street Mall to the Memorial Auditorium should also be developed. This focus area would be further enhanced with new uses like an international center, science museum, cultural, entertainment or sports facilities. All expansion or relocation alternatives for the Civic and Convention Center should be explored.

29.SIGNAGE:

Business signs that relate to the more intimate, pedestrian scale of downtown, i.e., window signs, wall signs and awning signs, should be used as opposed to large projecting signs. A greater use of directories, maps and information signs and graphic systems is also recommended.



Street level elements such as awnings, sales windows, building entrances and crosswalks increase pedestrian activity.



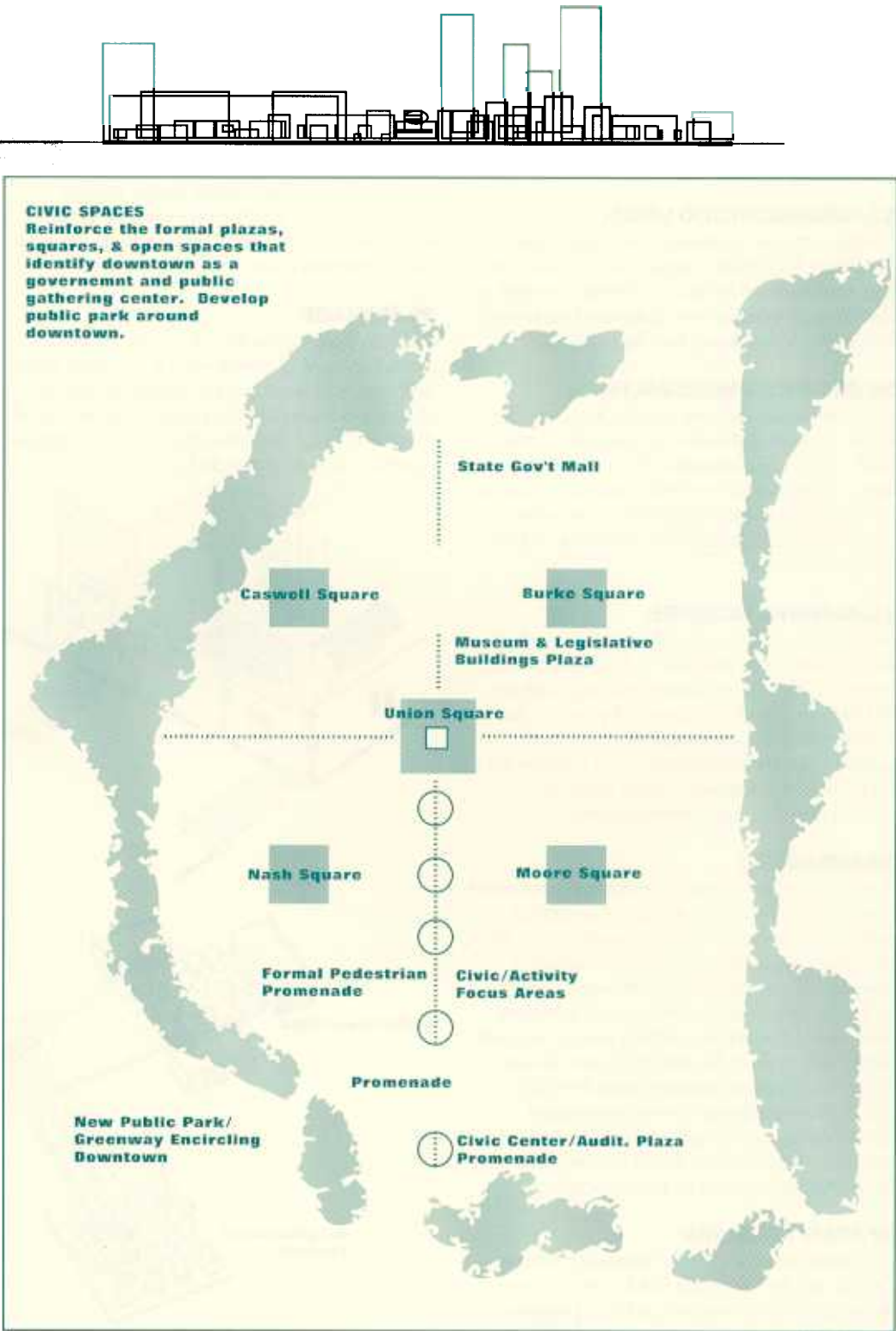
CIVIC SPACES

PREMISE 5

The dominant places in the downtown area should be the public open spaces. In most cities about a quarter of the land area is used for streets; in Raleigh, the streets and five public squares constitute about thirty percent of the land area downtown. Streets and squares are the basic elements of any public open space plan; they become the rooms, as such, of any downtown. They are the constant in cities where development takes place in an incremental manner. The street and square make the building and become the positive figure that must be consciously designed. They cannot be the result of random decisions made at the volition of an individual developer or designer.

Downtown as the focus for government, the center of civic activity, the nexus of civil petition and authority, and the hub of cultural events has an established hierarchy of civic functions and facilities. There should be a hierarchy of public spaces associated with these facilities. Major public buildings are landmarks and should be placed in major open spaces, plazas and formal squares. These settings are civic spaces for citizens to congregate, contemplate and interact. It is important to the image and purpose of the community to create and maintain these areas in an attractive and secure environment.

In downtown Raleigh the public open spaces and dominant figures are the five squares, the ceremonial axes, and the streets.



32.FAYETTEVILLE STREET MALL:

The Fayetteville Street Mall should have a park at the end of the mall as a link between the downtown and the uptown.

36.PARKS:

A public park at the end of the Fayetteville Street Mall should be developed as a link between the downtown and the uptown.

33.STATE MALL:

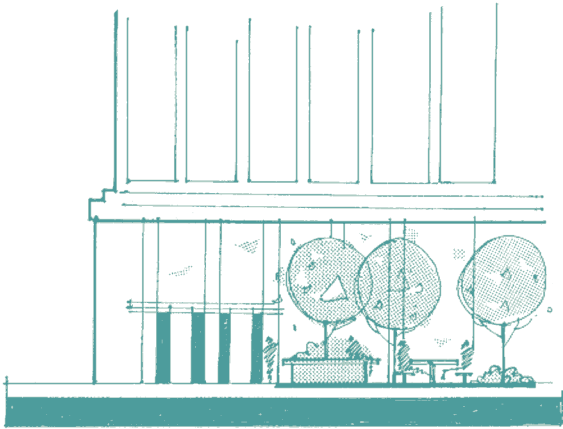
The State Mall should be enhanced with pedestrian attractions and activity. The State Mall and the plaza should be enhanced with trees and east-west pedestrian linkages on each side of the State Capitol Building.

34.PUBLIC SQUARES:

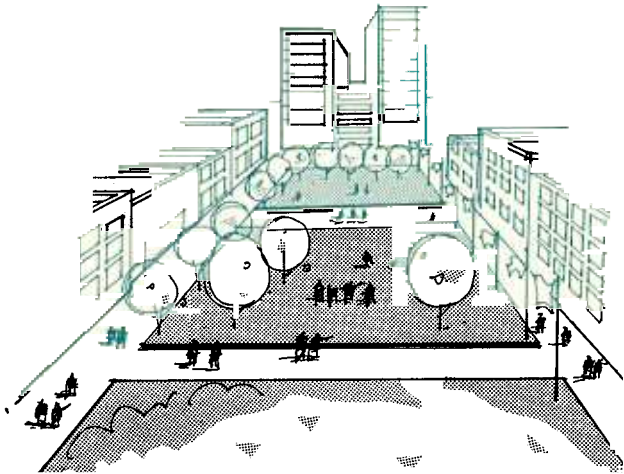
The five squares and the four ceremonial corridors with their associated plazas should be recognized as downtown Raleigh's major civic outdoor spaces. Development near the five squares should be stepped back above the first 60 feet of elevation.

35.PLAZAS:

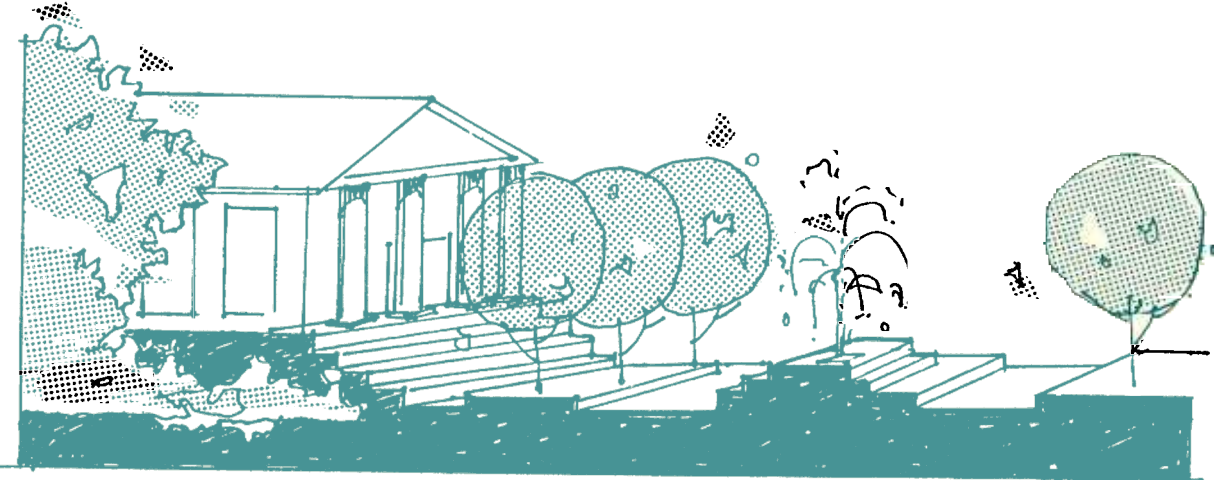
Smaller public spaces around buildings should be encouraged if they are planned and designed as integral open spaces with the building and do not interrupt the street wall. These new open spaces should be formally designed to suggest their urban character, and not be residual land.



Public plazas developed around major private buildings offer additional gathering areas and landscaped features to the downtown



Malls are monumental spaces in the midst of building clusters that provide a setting for a variety of formal and informal civic function



public building entry court assembly area street

Large courtyards in front of major public buildings invite citizens to assemble and address or celebrate their government

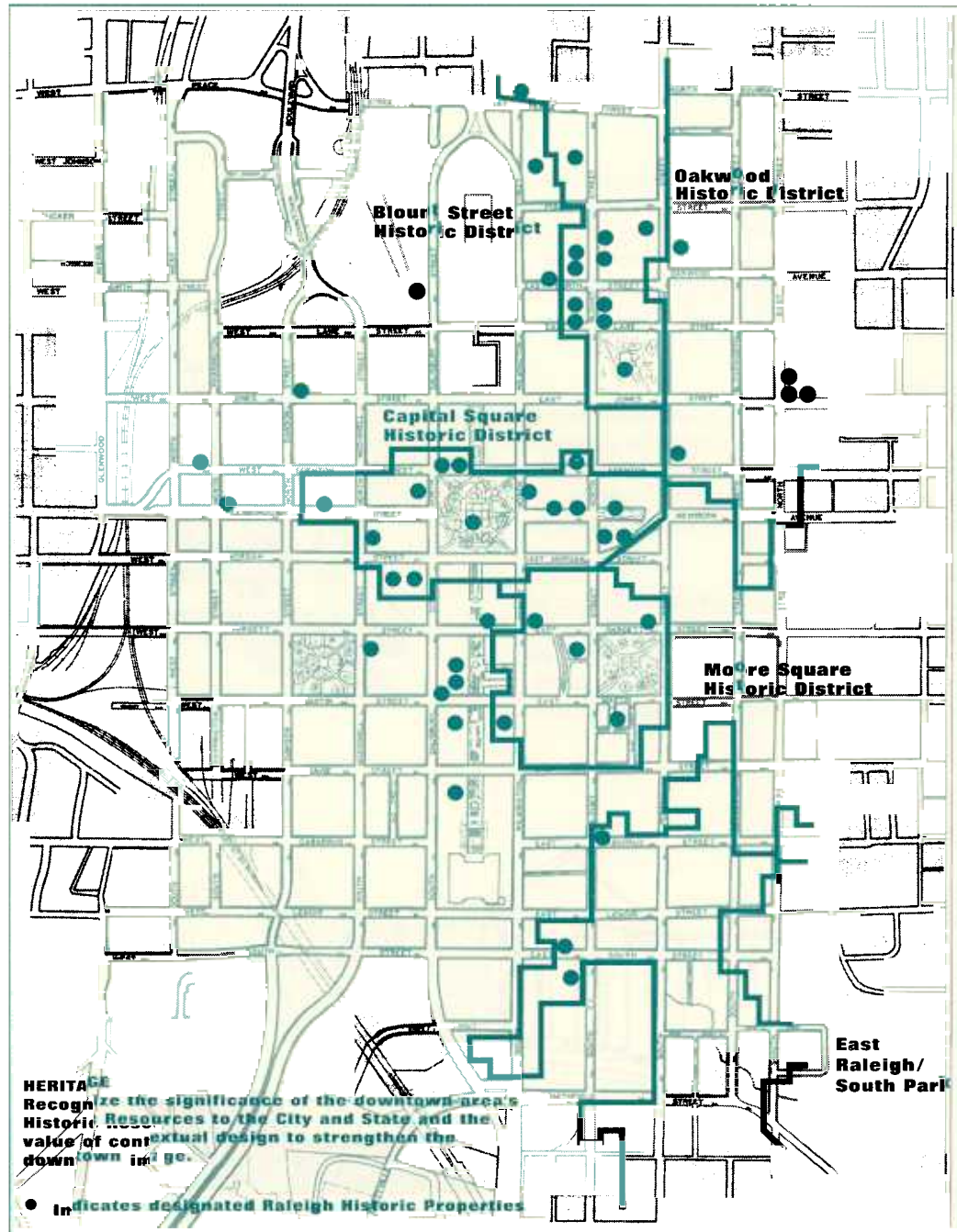
HERITAGE

PREMISE 6

A city that ignores its past, rather than reinforcing and building upon its earlier development, is in danger of creating an incoherent whole. A city's past gives it character and makes it unique and particular. It adds authentic variety to the urban landscape. Future development should acknowledge this heritage and be enriched by its association with history. The desire, in this case, is for continuity where past and present join together to build upon the city's history.

Of special note regarding Raleigh's heritage is that it is the capital of North Carolina and State government is an integral part of downtown Raleigh. This is an opportunity to plan for such things as ceremonial activities, tourists activities, memorials, and monumental buildings which are naturally part of the past and future history of being a Capital City.

Downtown's heritage and historic resources should be recognized and respected as documents to our past development and as contributing to the image of downtown. The already identified historic districts and buildings add to the visual interest and diversity of downtown. It is desired to build upon this history.



37.CONTEXTUAL DESIGN:

New buildings and construction should be responsive to the area's architectural context and should be of a nature that is dignified and formal exemplifying the Capital City.

38.PRESERVATION:

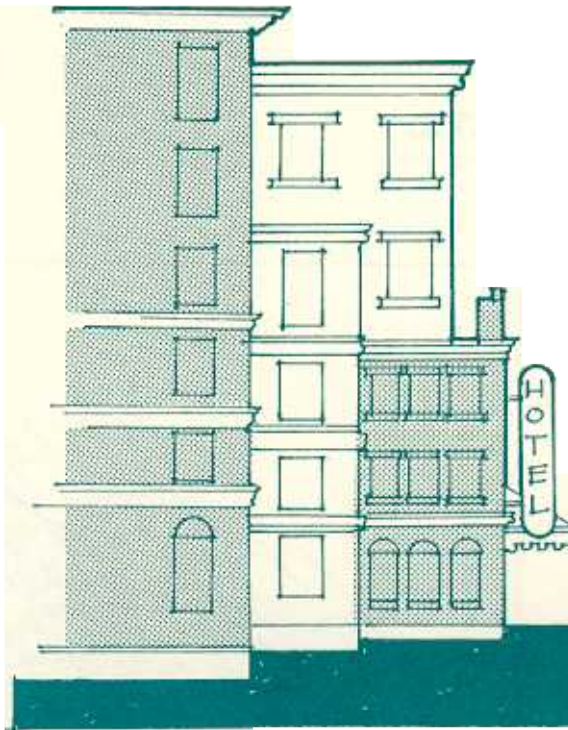
Significant structures and places that are historic resources for the City, the State of North Carolina or the United States should be recognized as integral to downtown; development should be responsible to historical context and should strive to achieve integration of past and future building through creative design and renovation. A study of historic resources and code changes which would target specific areas for preservation is to be undertaken including the Nash Square and Moore Square areas.

39.SIGNAGE:

Historic business signs exist throughout downtown that are typical of a style that is characteristic of a particular period in Raleigh's development. Methods should be explored that would allow designation of these signs as historic landmark signs as part of an overall study of downtown signage.

40.GRAPHICS:

The graphic system that recognizes and identifies significant historic buildings and districts should be expanded.



Sometimes unique elements in older buildings, even whole wall sections can be incorporated into the facade of new structures



Contextual architecture recognizes common building proportions, roof lines, fenestration and other details which relate the new to the old.

URBAN DESIGN FRAMEWORK

Based on the information collected through the workshop exercise and subsequent observations, six premises about downtown urban design were developed. These premises are the core of the urban design program to which the policies, recommendations and design guidelines stated in the following sections relate.

Broad policy guidelines are first developed around each urban design premise. This Guide applies to the entire downtown area as a means of integrating development and street improvements within a common framework. These policy guidelines are later defined in more detail for separate design districts in downtown. Together the premises and policy guidelines create an image of the urban design program. District design recommendations help to implement the program.

THE SIX PREMISES

1. There is the need to establish and constantly reinforce a physical and recognizable structure for downtown;
2. Diversity should be encouraged;
3. Increased density is necessary;
4. Downtown should be a pedestrian domain;
5. Civic activities and therefore public spaces are an integral part of downtown life; and
6. Raleigh's heritage, which includes its being the capital of North Carolina, should be a basis upon which future development is built.

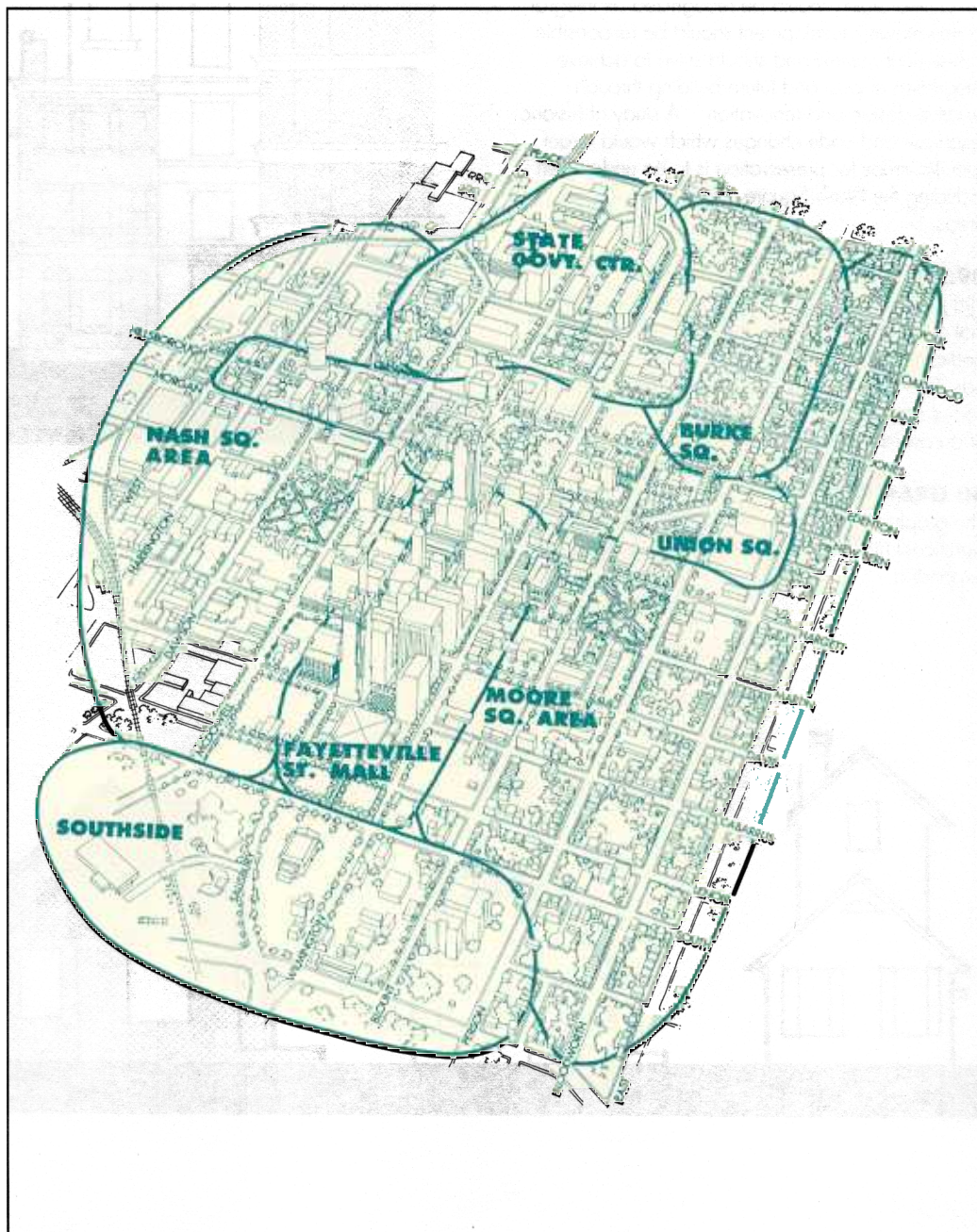
A critical, underlying perspective that informs this Guide is that too much empty space and too few people are the real problems that many downtown areas, including Raleigh's, face. It is essential for Raleigh to address this issue squarely and to recognize that vehicular and pedestrian congestion in a downtown area are good. They are the vital signs of a lively, active city. This posture is reflected in each of the six basic premises that form the foundation of this Guide.

Increased density will provide for continuity of activity through continuous street walls and will increase the number of people downtown. Improving diversity should extend the life of downtown beyond normal working hours and it should increase the opportunities and reasons for people to be downtown. Recognizing that downtown is a pedestrian domain is simply acknowledging that people attract people. It advocates the overwhelming need to cater to simple human needs. Raleigh's greatest heritage is the basic physical city structure inherited in the form of the William Christmas Plan. It is essential to understand the greater power and subtlety that this plan has so that it can be captured, enhanced, and preserved. The establishment, by Christmas, of public space in the form of a grid of streets with five squares provides ample space even today for a wide variety of public activities.



DESIGN DISTRICTS:

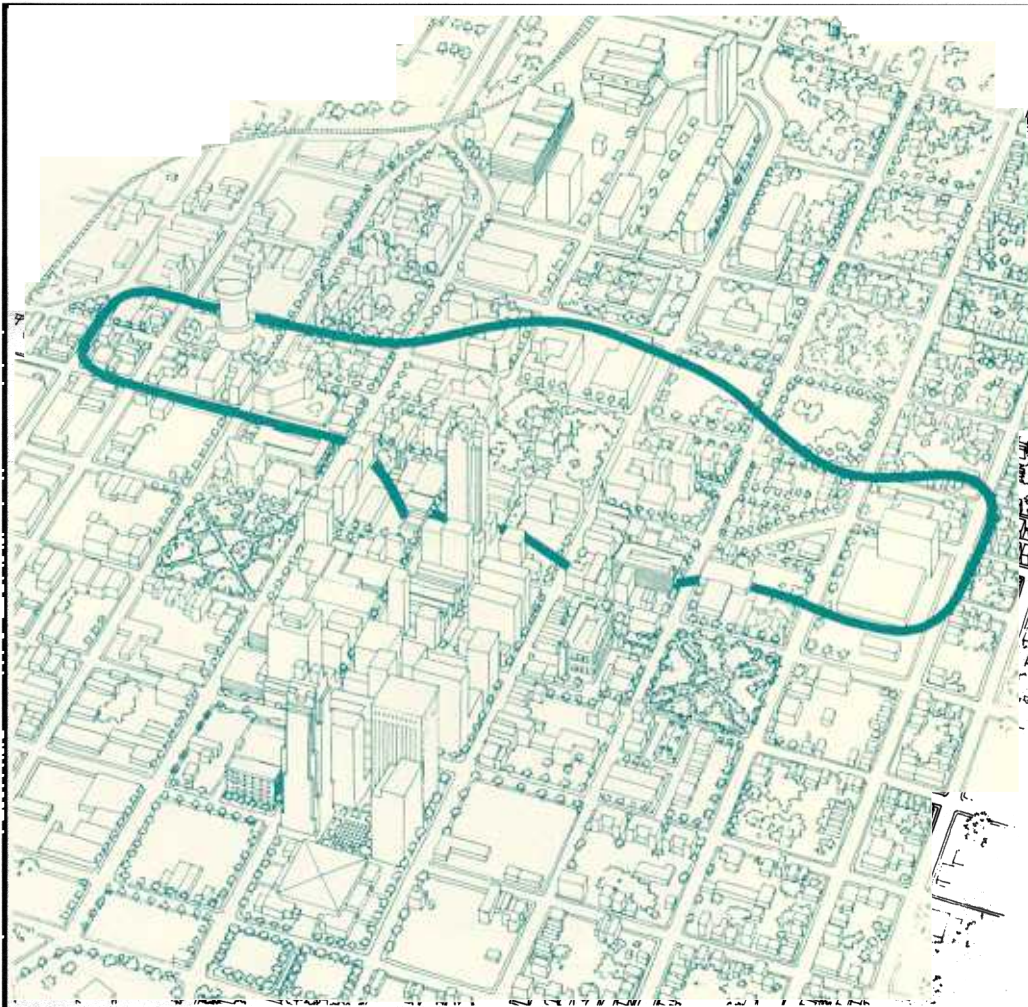
Design districts are identified for the purpose of developing and applying special urban design guidelines which are responsive to the different building characteristics and land uses within the downtown area. Guidelines for each district should supplement the overall design policies given in the previous section of this report. Design districts are not specifically defined by boundaries because the attributes that characterize one area (and in turn are the basis for special design guidelines) are not consistent across the area. There are transition areas between districts in which the guidelines for adjoining districts may be applied. In applying this Guide to specific building proposals or streetscape plans, the designer will have the responsibility of justifying which set of guidelines are used or how they are blended.





UNION SQUARE

This area encompasses the State Capitol, the blocks around the Capitol, Hillsborough Street and New Bern Avenue. A portion of this district includes the Capital Square Historic District. It typifies the City's government heritage and is the historical focus of the downtown area, the City and the region. The area around the Capitol is the location of the greatest amount of ceremonial, administrative and visitor use in the State Government Complex. The Hillsborough-New Bern axes have the opportunity to provide unobstructed views of the Capitol and are previously designated in this document as ceremonial corridors. The square and the streets have monumental style buildings. The recent improvements to the sidewalks and streets have increased the sense of formality. This is an important edge area between the commercial core and the remainder of the State Government Complex. There is a new focus provided by the museums that will be located between Union Square and the Legislative Building.



OBJECTIVES:

- a. Reinforce the formal and dignified architectural character of the area and develop a very high quality of streetscape treatments;
- b. Maintain formal views of the Capitol and reinforce the edges of Union Square;
- c. Increase development density along Hillsborough Street corridor; and
- d. Provide additional focus areas for pedestrians.

DESIGN GUIDELINES:

BUILDINGS

1.01 RELATIONSHIP TO THE CAPITOL BUILDING:

No structure or building should be developed near the State Capitol Building that detracts from it, nor should the design of the top of the building compete with the dome of the Capitol. Buildings within one block of the Capitol should be carefully reviewed by the State to ensure the integrity of the Capitol Building and Union Square.

1.02 MATERIALS / FACADE STYLES:

Building materials should be of stone, brick, or similar compatible materials. Building form, articulation and materials should respect and be sympathetic to the major governmental and institutional buildings in the area. (Renovations and new construction in the Historic District will follow those guidelines.)

1.03 PEDESTRIAN SCALE AND DETAIL:

Buildings should have areas or elements on the street level that attract pedestrians. Buildings should not have long sections of blank walls and should have elements that foster the interrelationship of the building and the walkway.

1.04 SITE DESIGN / BUILDING FRONTAGE:

There should be emphasis on continuity of block face on all sides of the building with pedestrian-oriented elements at the sidewalk level of the building. The intent is to provide maximum feasible pedestrian interest and activity at the street level.

1.05 ENTRANCES AND BUILDING ORIENTATION:

Building entrances and the principal face of buildings around Union Square should face the square; buildings on New Bern and Hillsborough should be oriented to these streets.

1.06 RETAIL STOREFRONTS:

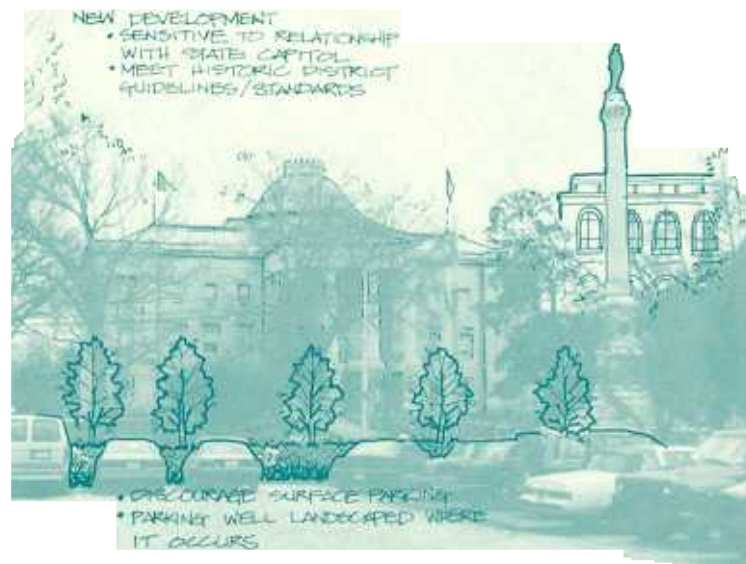
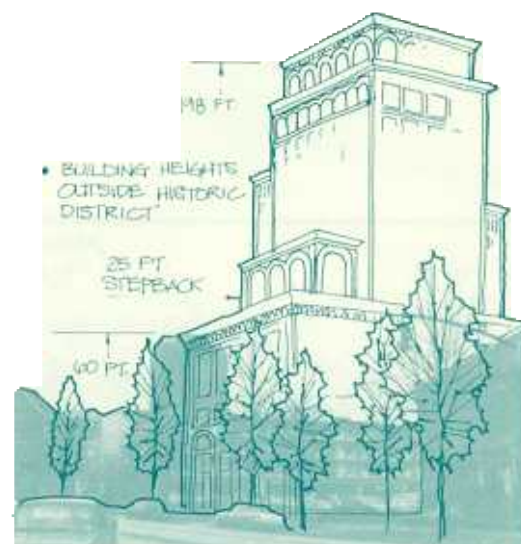
Retail uses are encouraged on the streetfront, sidewalk level portion of the building facade in this district. These uses should present large areas of glass and many entrances to the pedestrian.

1.07 HEIGHTS / UPPER FLOOR STEPBACKS / F.A.R.

Building heights at the street face should not exceed 60' within the first 25' of horizontal distance from the street face property line. The building may be as high as twice the width of the adjacent right-of-way by right if outside the Historic District. Building heights within the historic district should meet the Historic District guidelines and standards. Buildings over 150' tall should have features such as landscaping, stepbacks, and articulated faces to mitigate wind effects. The floor area ratio (FAR) for new buildings should not exceed 12.

1.08 ADDITIONAL BUILDING AREA:

Buildings proposed to be developed to a height greater than the distance of twice the width of the adjoining street right-of-way will require approval of the City Council following an opportunity for public comment. The basis for approval of additional building height shall include the guidelines contained in Appendix A of this Guide.



STREETSCAPES

1.09 SPECIAL TREATMENT AT INTERSECTIONS WITH CEREMONIAL CORRIDORS:

The intersections of Hillsborough and New Bern with Dawson-McDowell and Person-Blount streets respectively, should receive special treatment to emphasize the intersection of axis streets (ceremonial corridors) with major traffic arteries, that may include building setbacks or angled faces at the corner, the addition of towers, formal landscaping and special focus elements such as statuary and public art.

1.10 SIDEWALK IMPROVEMENTS:

Improvements to sidewalks on Hillsborough, New Bern, and around Union Square should be formal, simple and consistent to direct attention to the Capitol and provide ample pedestrian area.

1.11 TYPICAL FRONT YARD:

Typical of older development in this area is a raised yard behind a brick or granite curb with a black wrought iron fence in front of planting areas. This pattern may be repeated at street fronts where appropriate, except around Union Square.

1.12 ENHANCE ENTRYWAYS:

Entrances at the intersections of Morgan and Edenton streets with West Street, and at the intersection of New Bern and Edenton Street with East Street should be highlighted through the use of design features such as paving and landscaping.

1.13 PUBLIC ART:

This district is a particularly special and ceremonial one. Public art and/or civic monuments should be an integral part of any building plan for this area.

PARKING

1.14 SURFACE PARKING / LANDSCAPING:

Surface parking lots should be discouraged in this district. Where developed at the street edge, lots should be bordered by trees and shrubs so as to contribute to the character of the streetwall in the area. Pedestrian access through the streetyard should be well defined and numerous.

PUBLIC SPACES

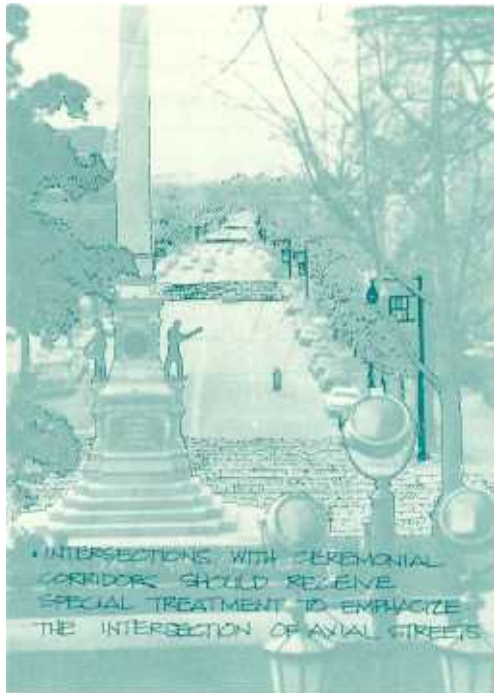
1.15 UNION SQUARE:

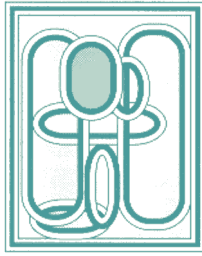
Union Square renovations should reinforce the formal and dignified nature of the spaces and elements of the square. Sufficient space and facilities should be provided to allow continued use of areas around the Capitol for ceremonies and other public events.

SIGNAGE

1.16 GENERAL:

Generally, signage at the tops of buildings is to be discouraged or limited in size in favor of a distinctive building top. When signage is deemed essential it shall not protrude above the building line and must be integral to the architectural design. A review of the Sign Ordinance as it relates to Downtown should be undertaken to review a variety of issues relating to signs.





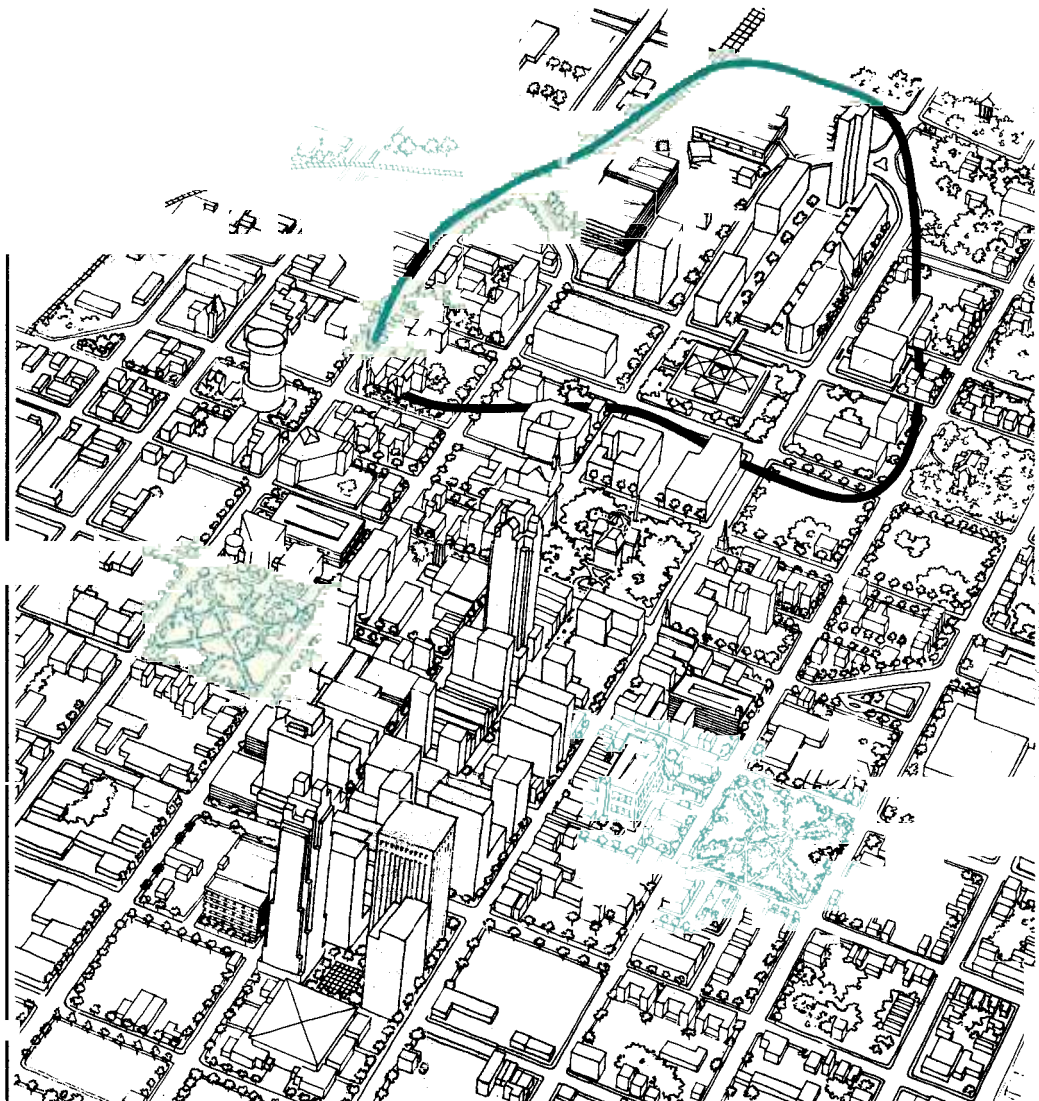
STATE GOVERNMENT CENTER

This area of the State Government Complex is more contemporary and open in nature than the area around the Capitol. The focus is the State Mall. Most buildings are set back from the street and separated from one another with wide lawns, formal planting beds, and parking. There are fewer mature trees here than other areas nearby, giving greater contrast in the vistas to and among buildings. The developed density is expected to double if the buildings and parking decks proposed in the State Government Center Plan are constructed.

OBJECTIVES:

- a. Reinforce the formal nature of the State Government Center and maintain the campus-like character of development;
- b. Increase pedestrian/visitor orientation, opportunities for activities and access to government buildings and open spaces;
- c. Increase development density and integrate functions and multiple uses in new facilities;
- d. Strengthen the link between the State Government Center and the commercial areas south of the Capitol;
- e. Improve the land use and architectural transition between this area and the historic neighborhoods to the east;

State and City improvement:



DESIGN GUIDELINES:

BUILDINGS

2.01 MATERIALS / FACADE STYLES / DESIGN:

Building form, articulation and materials should be sympathetic to the major governmental and institutional buildings in the area. (Renovations and new construction in the Historic District will follow those guidelines.) Innovative design and unusual lighting of the exterior of the building is important to emphasize the monumentality of government buildings.

2.02 BUILDING STYLE / GROUND FLOOR DESIGN:

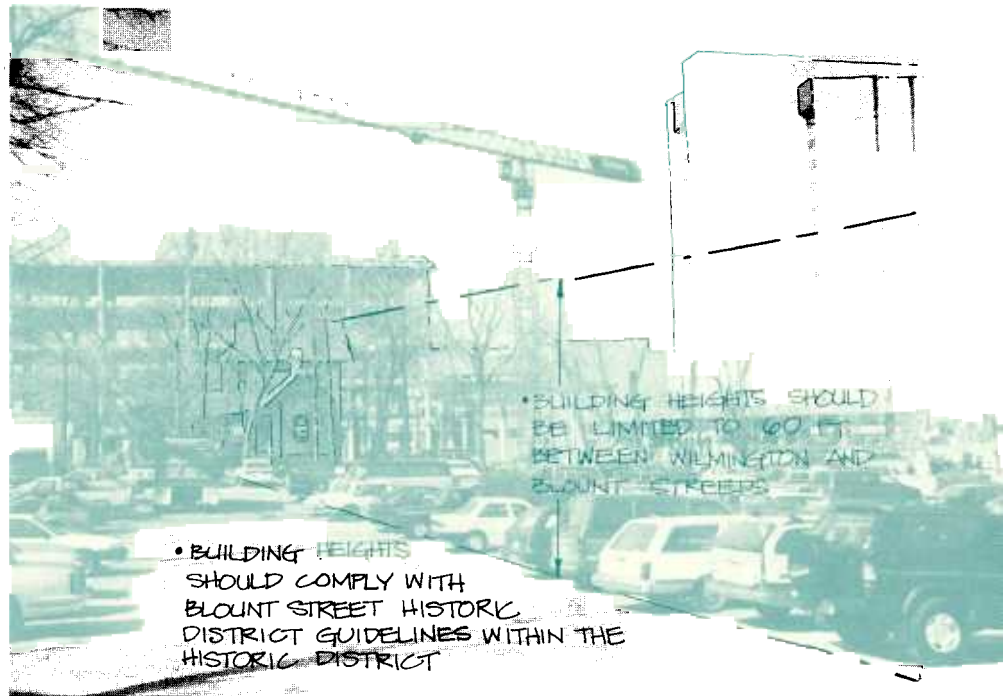
Building design should be formal and classically inspired; the principal entrance should be easily identified by building features and landscape elements; additional public entrances should be provided at every street face and on the Mall. There should not be long sections of blank walls along the face of any building fronting on the street or pedestrian plaza. Building elements that promote the interrelationship between the sidewalk and the building should be encouraged.

2.03 SITE DESIGN:

New buildings should be designed with large footprints. Building setbacks and yard spaces should be consistent with existing development. The consistency of the streetwall is particularly important along Jones Street, as a special corridor identified in the State Government Complex Master Plan.

2.04 HEIGHTS / FLOOR AREA RATIO:

Building heights should be in accordance with the State Government Center Master Plan or approved plans as amended.



STREETSCAPES

2.05 ENHANCE ENTRYWAYS:

The entrance into downtown at Capital Boulevard and the railroad bridge north of Lane Street should be reinforced with landscaping and graphic or architectural features.

2.06 PEACE ST. / SALISBURY ST. / WILMINGTON ST. AREA:

The view to Peace College along Wilmington Street should be preserved and large trees planted to define the entrance to the State Government Complex at Peace Street.

2.07 JONES STREET CEREMONIAL CORRIDOR:

Jones Street should be improved as a formal area for State functions with new sidewalks and cross-walk pavings, landscaping and lighting. On-street parking should be removed or regulated to permit activities associated with the street's special functions.

2.08 PEDESTRIAN WALKWAYS / MID-BLOCK PEDESTRIAN LINKS:

There should be well defined pedestrian walkways throughout the Center with plazas, parks, promenades and wide entranceways to buildings. Formal east-west midblock pedestrian links should be developed between the Legislative Building, Burke Square and Caswell Square.

2.09 PUBLIC ART:

This district is an important image-building portion of downtown. Public art and/or civic monuments should be an integral part of any building plan for this area.

PARKING

2.10 LANDSCAPING:

Surface and structured parking should be well landscaped, emphasizing interior tree canopies in surface lots, formal borders and street trees to reinforce the streetwall.

2.11 STRUCTURED PARKING ENCOURAGED:

Parking lots should be gradually replaced with structured parking that is either part of mixed use buildings, or is architecturally compatible with the character of the State buildings in this area or constructed below ground.

PUBLIC SPACES

2.12 CASWELL SQUARE:

As indicated in the State Government Center Master Plan, dated July 1986, "Caswell Square should be returned to a park square as it was first intended in the original plan of Raleigh. This may be achieved incrementally, with the removal of buildings as they become functionally and structurally obsolete." No new buildings should be added. The block faces surrounding the square should have buildings and landscaping which define a streetwall that encloses and reinforces the square.

2.13 JONES / PERSON / EDENTON / WILMINGTON - INFILL DEVELOPMENT:

The blocks bounded by Jones, Person, Edenton and Wilmington Streets should have new infill development which continues the building pattern in the State Government Center. New open space planned for these blocks should be located at the interior.

2.14 OTHER PEDESTRIAN AREAS / OPEN SPACES:

Additional pedestrian areas and features throughout the Complex for visitors and employees, such as art works, pavilions, seating and landscaped plazas should be provided, and better use made of existing open areas, especially the State Government Mall, for special events. The Mall walkways should be redesigned with new paving, landscaping and lighting.

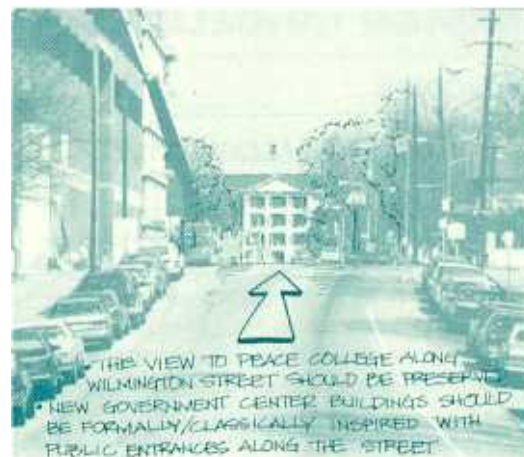
SIGNAGE

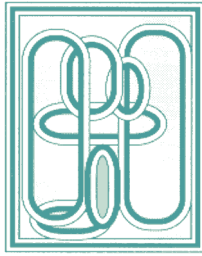
2.15 COORDINATED GRAPHICS:

A coordinated graphic treatment of State government information signs should be designed, so that all building directories, directional signs to important government buildings or plazas, and parking lot signs will be in the same graphic family, with similar type, color or other relating elements.

2.17 STATE FLAG:

Use of the State Flag on buildings and free-standing flagpoles should be encouraged throughout the State Government Complex, to bring color and a sense of civic pride to this area of downtown.





FAYETTEVILLE ST. MALL

This is the most densely developed area in the City and the most active area for pedestrians downtown. It is desirable from an image and infrastructure capacity point of view to direct the tallest high rise development into this area. Salisbury and Wilmington streets are service areas for Mall business, retail shopping streets for Mall workers, and major vehicular circulation corridors. The transition in development and land use between the Mall and these streets will be a sensitive issue. The Civic Center expansion plans and the pending development of new office high rise buildings suggest opportunities for improvements to the Mall to accommodate new activities, provide a stronger link to the Memorial Auditorium Complex and reinforce its role as the primary pedestrian space downtown and in the City.



OBJECTIVES:

- a. Increased building density;
- b. Increased pedestrian activity and capacity along the Mall;
- c. Facilitate east-west pedestrian movement to and from the Mall;
- d. Develop strong linkages between Wilmington St., the Mall and Salisbury St.;
- e. Improve the Civic Center complex area as a pedestrian focus and Mall anchor, and improve pedestrian ties from Memorial Auditorium to the Mall;
- f. Improve the pedestrian environment of Salisbury and Wilmington streets;
- g. Encourage quality and distinctiveness in building design and skyline appearance;
- h. Encourage diversity of architectural character and building period;
- i. Improve Fayetteville Street Mall with new focus areas and maintain the visual and functional orientation of the north-south axis;
- j. Extend the Wilmington Street shopping district southward to Lenoir Street.

DESIGN GUIDELINES:

BUILDINGS

3.01 RELATIONSHIP TO STATE CAPITOL BUILDING:

No structure or building should be developed near the State Capitol Building that detracts from it, nor should the design of the top of the building compete with the Capitol Dome. Buildings within one block of the Capitol should be carefully reviewed by the State to ensure the integrity of the Capitol Building and Union Square.

3.02 PEDESTRIAN SCALE AND DETAIL:

Buildings should have areas or elements on the street level that attract pedestrians. The treatment on the Mall should emphasize landscape and water features, plazas and artworks, and should include multiple building entrances and windows. Buildings should not have long sections of blank walls and should have elements that foster the interrelationship of the building and the walkway. On Wilmington and Salisbury streets, the treatment should include retail activities, window displays, multiple building entrances and site elements which are compatible with the streetscape improvements.

3.03 SITE DESIGN / BUILDING FRONTAGE:

There should be emphasis on continuity of block face on all sides of the building with pedestrian-oriented elements at the sidewalk level of the building. The intent is to provide maximum feasible pedestrian interest and activity at the street level.

3.04 RETAIL STOREFRONTS:

Retail users are critical on the streetfront, sidewalk level portion of the building facade in this district. The frontage of all buildings should have primarily retail storefronts along the sidewalk edge. These uses should present large areas of glass and many entrances to the pedestrian.

3.05 FACADE DETAILS:

Building faces should be designed with a variety of architectural elements to add interest for pedestrians at the street level and to distinguish building setbacks and vertical separations in the building face.

3.06 PUBLIC RESTROOMS:

Public restrooms should be encouraged in all major buildings at the ground floor level adjacent to public lobbies or atrium areas. In private buildings and public facilities, such as government buildings and parking decks, restroom facilities should be available during normal business hours.

3.07 ROOFTOP ACCESS:

Buildings taller than 200 feet may provide public access to an observation deck, a rooftop terrace or other place of public accommodation with views to the skyline and surrounding countryside.

3.08 HEIGHTS / UPPER FLOOR STEPBACKS / F.A.R. - WEST OF WILMINGTON:

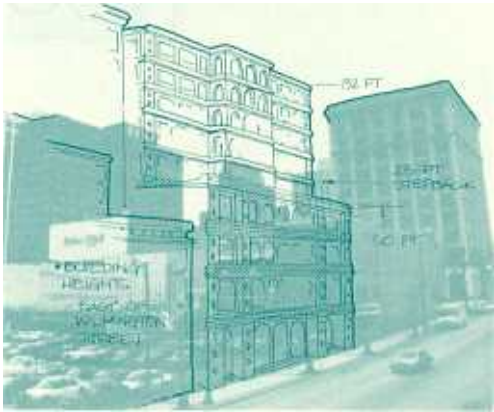
West of Wilmington Street, building heights along the block face should be limited to 60'; floors above this height should be stepped back at least 25'. Buildings may be built up to as high as twice the width of the adjoining right-of-way by right. Buildings over 150' tall should have features such as landscaping, stepbacks and articulated faces to mitigate wind effects. The maximum floor area ratio (FAR) recommended west of Wilmington Street is 12.

3.09 HEIGHTS / UPPER FLOOR STEPBACKS / F.A.R. - EAST OF WILMINGTON:

In order to achieve a transition zone to the residential neighborhoods in the eastern portion of downtown, building height east of Wilmington Street along the streetwall should be limited to 60'; floors above this height should be stepped back at least 25'. Buildings may be built up to as high as twice the width of the adjoining right-of-way by right. The maximum floor area ratio (FAR) recommended east of Wilmington Street is 8.

3.10 ADDITIONAL BUILDING AREA:

Buildings proposed to be developed to a height greater than the distance of twice the width of the adjoining street right-of-way will require approval of the City council following an opportunity for public comment. The basis for approval of additional building height shall include the guidelines contained in Appendix A of this Guide.



STREETSCAPE

3.11 STREETSCAPE IMPROVEMENTS CONTINUED:

Streetscape improvements should be continued along Salisbury and on the east-west streets including burying overhead wires, street trees, new pavement materials and patterns, street lights and special treatments to highlight intersections.

3.12 PUBLIC ART:

Public art and/or civic monuments should be an integral part of any building plan fronting on the Fayetteville Street Mall. As an alternative, in-kind contributions or sponsorships of public artworks on the Mall itself are encouraged.

PARKING

3.13 GENERAL:

Parking facilities should not abut the Mall. Parking facilities on other streets should not abut the sidewalk area at street level except for driveway access. The facade of parking structures that are an integral part of mixed use projects should blend into the streetwall or should have the structural capacity to contain commercial establishments at the street level.

PUBLIC SPACES

3.14 RENOVATIONS TO THE FAYETTEVILLE ST. MALL:

Mall renovations should be consistent with the guidelines in paragraphs 3 and 31 in this Guide. New focus areas for events, better views to the Civic Center, Auditorium and Capitol, and new water features should be created.

3.15 INCREASE PEDESTRIAN AREAS ON MALL AND SIDE STREETS:

Increased areas for pedestrians, vendors and outdoor dining should be developed on the Mall and side streets by expanding sidewalk areas whenever feasible. Landscape elements that interrupt pedestrian flow should be avoided.

SIGNAGE

3.16 GENERAL:

Generally, signage at the tops of buildings is to be discouraged or limited in size in favor of a distinctive building top. When signage is deemed essential it shall not protrude above the building line and must be integral to the architectural design. A review of the Sign Ordinance as it relates to Downtown should be undertaken to review a variety of issues relating to signs.

3.17 COMMON GRAPHIC THEME FOR SIGNS / USE OF HISTORICAL PLAQUES:

Information, direction and regulatory signs should be designed with a common graphic theme unique to downtown Raleigh, but especially consistent on the Mall. Greater use of historic or informational plaques should be made along the Mall.





NASH SQUARE

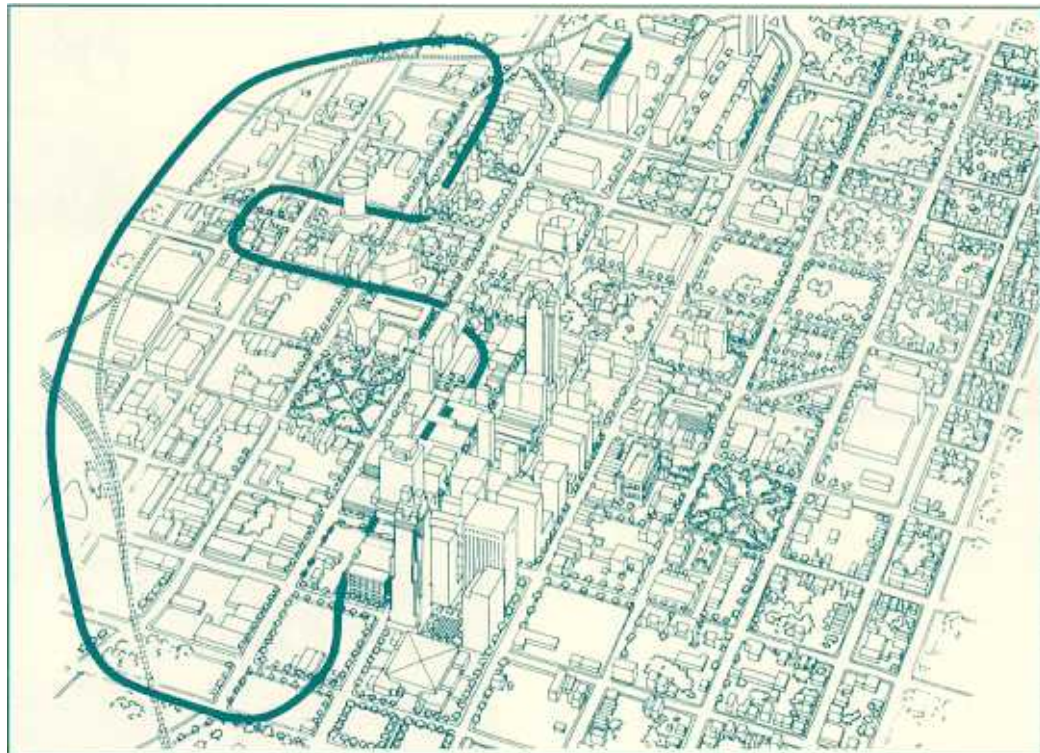
The area around Nash Square and along the Dawson/McDowell streets corridor contains local government facilities, a few retail services, parking lots and automotive centered businesses. There is a small number of new eating and drinking establishments in the immediate area of the square that are attracting patrons in the evening and weekends. The development density is low at the south end and moderate around the square. Clusters of small brick buildings with stable service-type businesses are located on Hargett and Martin streets.

Nash Square is the focus of the area. In order to take pressure off the existing housing areas east of Wilmington Street, it will be desirable to significantly increase the density in this area. There is good potential for increased scale of development approaching that along the Fayetteville Street Mall. Located on the principal north-south corridor through downtown, the area has very high visibility and access.

The area west of Dawson Street, from Lane Street to Lenoir Street, is characterized by low scale industrial and warehouse buildings, automotive supply stores, surface parking lots, and a small number of new service businesses in converted buildings. Many buildings are vacant or appear to be vacant; the parking lots are a patchwork created by intermittent tearing down of buildings. The railroad and the lower elevation between the central core and neighborhoods on the west form a strong border defining the western edge of downtown. New transportation facilities discussed from time to time such as a rail system station and the Glenwood Avenue / South Saunders Street connector would affect the area's growth if constructed. It is anticipated that this area should realize increased development density and residential projects if existing warehousing and manufacturing enterprises move out.

OBJECTIVES:

- a. Significantly increase development density;
- b. Significantly increase pedestrian activity;
- c. Reinforce the use of multiple storefronts and small scale renovations;
- d. Reinforce the square as a strong urban space;
- e. Strengthen east-west pedestrian and visual linkages;
- f. Enhance pedestrian amenities along Dawson-McDowell streets;
- g. Create an amenity focus along the railroad right-of-way;
- h. Improve the appearance of interim storage and parking areas;
- i. Encourage housing.



DESIGN GUIDELINES:

BUILDINGS

4.01 PRESERVATION OF BUILDINGS AND STREETSCAPE ELEMENTS:

There are buildings and streetscape elements in the northwest and southwest corners of the district that should be preserved. Development in these areas should respect the scale and architectural character of the low scale, commercial buildings there.

4.02 SITE DESIGN / BUILDING FRONTAGE:

There should be emphasis on continuity of block face on all sides of the building with pedestrian-oriented elements at the sidewalk level of the building. The intent is to provide maximum feasible pedestrian interest and activity at the street level.

4.03 GROUND FLOOR DESIGN:

Buildings in this area should have multiple entrances, people oriented uses on the bottom floor, no long sections of blank walls and should have elements that promote the interrelationship between the building and the walkway.

4.04 RETAIL STOREFRONTS:

Retail uses are encouraged on the streetfront, sidewalk level portion of the building facade in the primarily commercial buildings east of Dawson Street. These uses should present large areas of glass and many entrances to the pedestrian.

4.05 HOUSING:

Housing is a very important part of the creation of a dense, pedestrian-friendly environment in this part of downtown. Mixed use developments should be encouraged so that housing may be provided, especially in the area west of Dawson Street.

4.06 SERVICE AREAS:

Service areas, storage yards, and manufacturing areas should be cleaned up and screened from the street with site landscaping or appropriate architectural treatments.

4.07 ROOFTOP ACCESS:

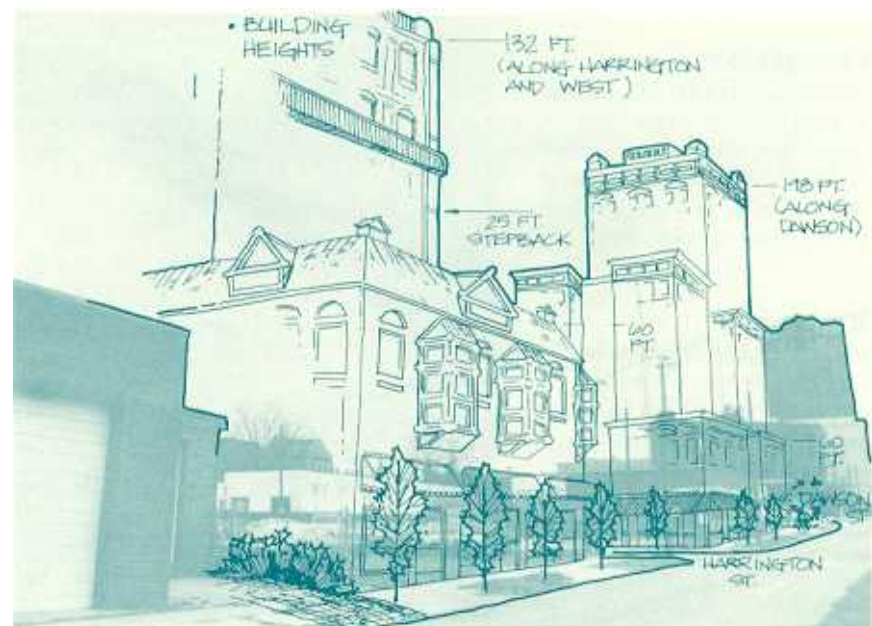
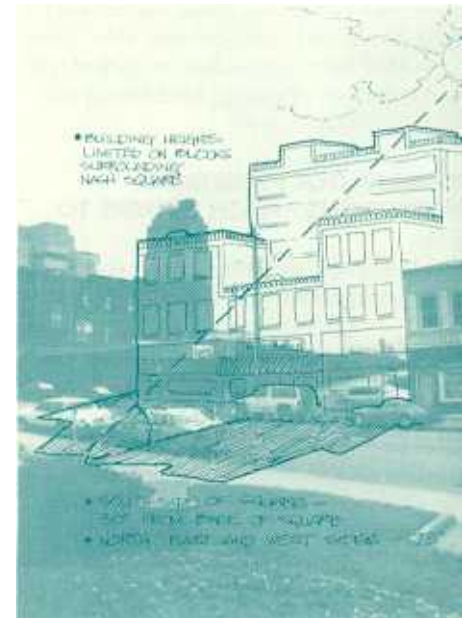
Buildings taller than 200 feet may provide public access to an observation deck, a rooftop terrace or other place of public accommodation with views to the skyline and surrounding countryside.

4.08 HEIGHTS / UPPER FLOOR STEPBACKS / F.A.R. - DAWSON ST., EAST:

Building height at the street face should not exceed 60ft. within 25ft. of horizontal distance from the street right-of-way. The building may be as high as twice the width of the adjoining right-of-way by right in the fire district limits of the Business Zoning District. Within local historic districts, building heights should meet historic district guidelines and standards. Elsewhere the building height is generally limited to 50ft. as specified in the Industrial-2 zoning district. Buildings over 150ft. tall should have features such as landscaping, stepbacks and articulated faces to mitigate wind effects. The floor area ratio for new buildings should not exceed 12.

4.09 ADDITIONAL BUILDING AREA:

Buildings proposed to be developed to a height greater than the distance of twice the width of the adjoining street right-of-way will require approval of the City Council following an opportunity for public comment. The basis for approval of additional building height shall include the guidelines contained in Appendix A of this Guide.



STREETSCAPES

4.10 STREETSCAPE IMPROVEMENTS ON HARGETT / DAWSON / DAVIE:

Streetscape improvements should be installed along Hargett, Martin and Davie between West Street and the Mall; increased pedestrian comfort and interest in the form of paving, landscaping and lighting should be added.

4.11 MIDBLOCK PEDESTRIAN CONNECTIONS - NASH SQUARE TO MALL:

East-west midblock pedestrian connections between Nash Square and the Mall should be developed if feasible.

4.12 STREETSCAPE LINK TO STATE GOV'T CENTER:

Streetscape improvements should be made on Jones, Edenton, and Morgan streets to link this area to the State Government Center. Uniformity of appearance and a well maintained street edge will enhance the sense of security and place in these blocks.

4.13 STREETSCAPE DESIGN IN PRESERVATION AREAS:

Streetscape improvements should incorporate existing features such as cobblestones and granite curbstone in the northwest and southwest sectors as part of the renovation of unique buildings in these areas.

4.14 ENHANCE ENTRYWAYS:

Entry points should be enhanced at the intersections of Morgan and Edenton streets with West Street, and at the intersections of East Street with New Bern Avenue and Edenton Street. The railroad bridges at Morgan and Hillsborough should be highlighted as entrance points with special lighting and other features.

4.15 PUBLIC ART:

Public art and/or civic monuments should be an integral part of any building plan for this area, particularly in the areas adjacent to Nash Square. As an alternative, in-kind contributions or sponsorships of public art in the square itself is encouraged.

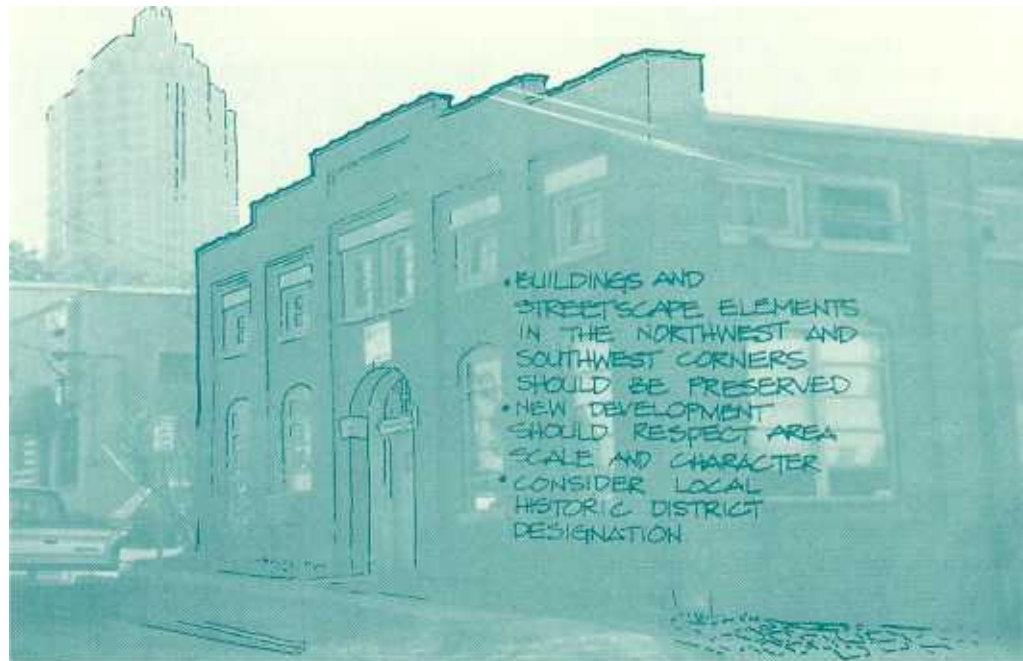
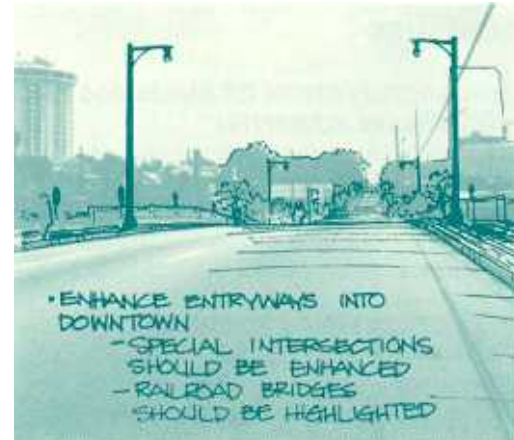
PARKING

4.16 SURFACE PARKING / LANDSCAPING / PEDESTRIAN ACCESS:

Surface parking lots should be discouraged around Nash Square. Where developed at the street edge, lots should be bordered by trees and shrubs so as to contribute to the character of the streetwall in the area. Pedestrian access through the streetyard should be well defined and numerous.

4.17 STRUCTURED PARKING / RETAIL STOREFRONTS ON NASH SQUARE:

Structured parking is encouraged. Parking decks that face Nash Square should have retail frontage on the street level and the facade of the deck should compliment other buildings fronting the square.



PUBLIC SPACES

4.18 NASH SQUARE:

Nash Square should be surrounded by buildings and landscaping that form a continuous streetwall to enclose and reinforce the presence of this urban open space. Improvements to the square should maintain the character of openness and maintain views through the square.

4.19 SPECIAL PEDESTRIAN CORRIDOR - CABARRUS ST.:

Additional right-of-way for a special pedestrian way along Cabarrus between the railroad tracks and Mall should be reserved.

4.20 NEW PARK / OPEN SPACE:

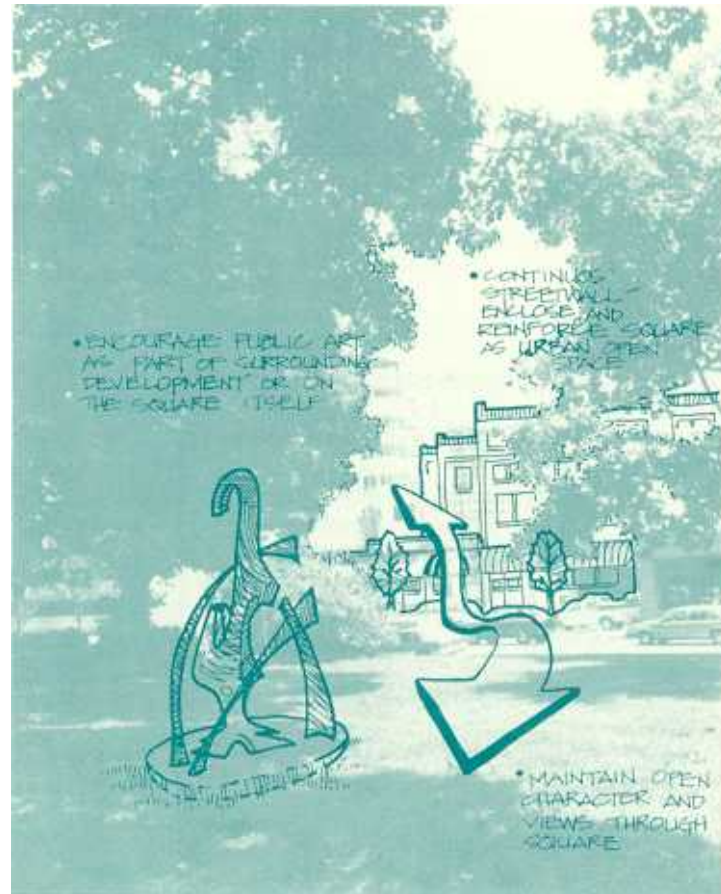
A new park and open space should be established at the western edge of this area along the railroad right-of-way in anticipation of long term changes in transportation facilities, future residential/mixed use development, and the eventual turnover in manufacturing and storage facilities. As an interim measure, the development of a greenway/bike way corridor should be studied.

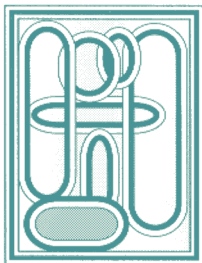
SIGNAGE

4.21 GENERAL:

Generally, signage at the tops of buildings is to be discouraged or limited in size in favor of a distinctive building top. When signage is deemed essential it shall not protrude above the building line and must be integral to the architectural design. A review of the Sign Ordinance as it relates to Downtown should be undertaken to review a variety of issues relating to signs.

- A PUBLIC PARK / OPEN SPACE SHOULD BE DEVELOPED AROUND DOWNTOWN



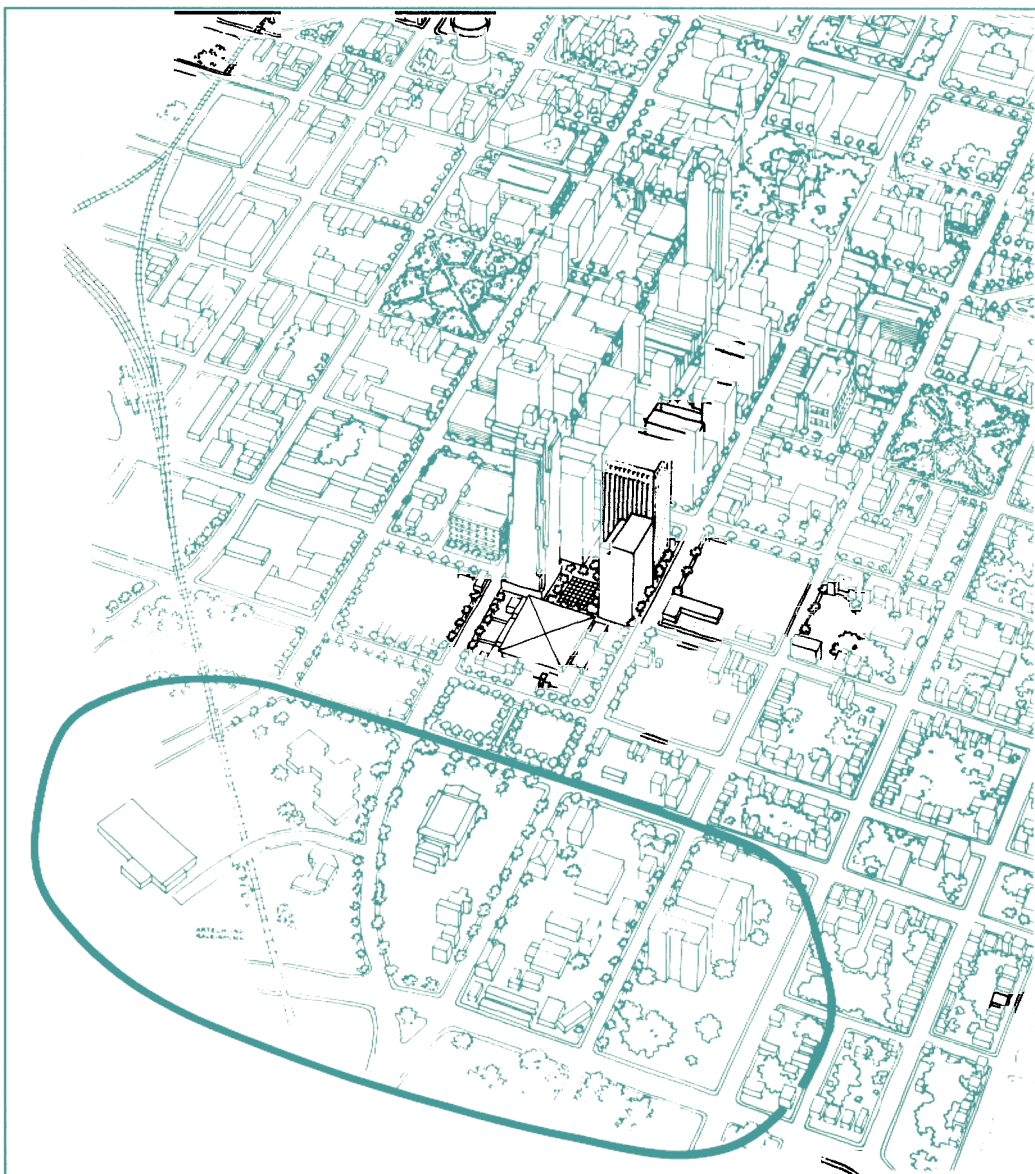


SOUTHSIDE

Widely spaced civic and institutional buildings, interspersed with old urban renewal parcels and leftover right-of-way, characterize this area. The suburban, campus like development pattern with very different architectural treatments is unstructured. Five major entryways into downtown converge here. The change in street pattern and elevation defines this as an edge of the CBD. The area serves as foreground for the higher and denser development along the Mall. Future infill development will not appreciably increase the density here.

OBJECTIVES:

- a. Provide additional structure and linkage between building clusters;
- b. Create a uniform edge and anchor for this area of downtown;
- c. Strengthen the link between Shaw University, Memorial Auditorium, and the rest of downtown;
- d. Reinforce the entryways into downtown from the south;
- e. Create a sensitive development transition between the CBD and the South Park neighborhood;
- f. Maintain Memorial Auditorium as a primary focal point and reinforce its original relationship to the Mall.
- g. Increase pedestrian activity during the day and after working hours.



DESIGN GUIDELINES:

BUILDINGS

5.01 COMPATIBLE NEW DEVELOPMENT:

Remaining southside parcels should be developed in a manner that is compatible with the emerging cultural/ institutional character of the area.

5.02 CAMPUS-LIKE CHARACTER:

The institutional, campus-like character of the area should be maintained through building setbacks, lawn areas and formal landscape treatments.

5.03 FUNCTIONAL AND VISUAL LINK - MEMORIAL AUDITORIUM / CIVIC CENTER:

Improvements on the Memorial Auditorium block and the Civic Center should integrate these facilities better functionally and visually through compatible architectural elements, paving patterns, and landscaping; the area should be integrated with the remainder of downtown.

5.04 HEIGHT / BUILDING MASS AND SCALE / F.A.R.:

Building height should be in accordance with City adopted Downtown Plans or plans for Shaw University adopted by the University. The development character in terms of building mass and scale should be similar throughout the area. A floor area ratio (FAR) of 2 is recommended.

STREETSCAPES

5.05 ENHANCE ENTRYWAYS:

Entryways should be identified and enhanced at the Western Boulevard / Smithfield Street / Martin Luther King Boulevard intersections with the three north-south corridors. There should be a hierarchy of treatment for these entranceways with greater emphasis at Dawson-McDowell streets.

5.06 PEDESTRIAN LINKS:

Pedestrian links to downtown should be improved around the Civic Center along Salisbury Street (and between Shaw University and the Auditorium), and from the residential areas south of the Western Boulevard alignment.

5.07 WILMINGTON AND SMITHFIELD ST.:

Chain link fences should be removed and street-scape improvements added along Wilmington and Smithfield streets.

5.08 PUBLIC ART:

Public art and/or civic monuments should be an integral part of any building plan for this area, particularly in the areas adjacent to the Performing Arts Center / Civic Center Complex. As an alternative, in-kind contributions or sponsorships of public art in and around civic structures is encouraged.

PARKING

5.09 LANDSCAPING / DESIGN:

Surface and structured parking should be well lighted, landscaped with interior tree canopies, formal borders and closely, regularly spaced trees and shrubs along the street. Special outlying parking lots serving downtown should also be highlighted with signage and lighting.

PUBLIC SPACES

5.10 NEW PUBLIC WALKWAYS AND PLAZAS:

There should be wide walkways and plazas linking the public institutions throughout the area to encourage future outdoor events and cultural activities especially along the South/Lenoir Street corridor between Shaw University and the Auditorium.

SIGNAGE

5.11 GENERAL:

Signs that are integrated into the architecture of the building and all signs allowed in Office and Institutional zoning districts are appropriate for this area.





MOORE SQUARE

The northern half of this area is a National Register Historic District characterized by low scaled commercial buildings typical of downtown areas in the early part of the 20th century. There are contemporary institutional buildings and surface parking lots as well. In the center of the area is Moore Square. The City Market Project and a number of building renovations are bringing in small retail businesses, professional services and arts facilities. The southern half of the area contains a mix of single family detached homes, a variety of service businesses and surface parking lots. Redevelopment and renewal efforts are improving the area's image. The eastern portion is characterized by small single-family houses. The eastern edge is defined by cemeteries and Chavis Heights Park and a proposed greenway.

The diversity of building details, activities and people is the area's greatest strength. This is a sensitive transition area between the commercial high rise core and the neighborhoods on the east side. The careful integration of new and existing development and activities is a concern. This area has great potential for many pedestrian attractions.

OBJECTIVES:

- a. Maintain moderate scale and unique building character of the District and encourage continued renovations for cultural, residential and retail activities;
- b. Increase the density of development between Davie Street and South Street;
- c. Strengthen east-west pedestrian links between the Mall and east side neighborhoods; strengthen north-south links between Shaw University and Moore Square;
- d. Increase pedestrian amenities along Person and Blount streets;
- e. Provide a transition in building height, land uses and development pattern between the Mall and Downtown East;
- f. Reinforce Moore Square as an urban space;
- g. Strengthen the eastern edge with development of a greenway.



DESIGN GUIDELINES:

BUILDINGS

6.01 REHABILITATION GUIDELINES:

Building renovations should follow the Moore Square Rehabilitation Guidelines.

6.02 HISTORIC DISTRICT:

The integrity of the Moore Square Historic District should be respected in planning and developing new projects in the area.

6.03 PEDESTRIAN SCALE AND DETAIL:

Buildings should have areas or elements on the street level that attract pedestrians. Buildings should not have long sections of blank walls and should have elements that foster the interrelationship of the building and the walkway. On Martin, Davie and Hargett streets west of Blount, and on Blount Street itself, the treatment should include retail activities, window displays, multiple building entrances and site elements which are compatible with the streetscape improvements.

6.04 SITE DESIGN / BUILDING FRONTAGE:

Building setbacks from the street edge should be compatible with the development pattern of nearby commercial or residential buildings. In the commercial portions of the district, there should be emphasis on continuity of block face on all sides of the building with pedestrian-oriented elements at the sidewalk level of the building. The intent is to provide maximum feasible pedestrian interest and activity at the street level.

6.05 RETAIL STOREFRONTS:

Retail uses are critical on the street-front, sidewalk level portion of commercial building facades in this district. The frontage of all such buildings should have primarily retail storefronts along the sidewalk edge. These uses should present large areas of glass and many entrances to the pedestrian.

6.06 HEIGHT / UPPER FLOOR STEPBACKS / F.A.R.:

In the western part of the district along Blount Street, building height at the block face should not exceed 60'; floors above this height should be stepped back at least 25' from the block face. Buildings may be as high as twice the width of the adjacent right-of-way. Between Blount and Person Streets, buildings should not exceed 40ft. in height subject to the setback requirements in the zoning code. Within designated local historic districts building heights should meet historic district guidelines and standards. Buildings should not exceed a floor area ratio (FAR) of 6 west of Person Street and 1.5 FAR east of Person Street.

STREETSCAPES

6.07 EAST-WEST LINKS TO MALL:

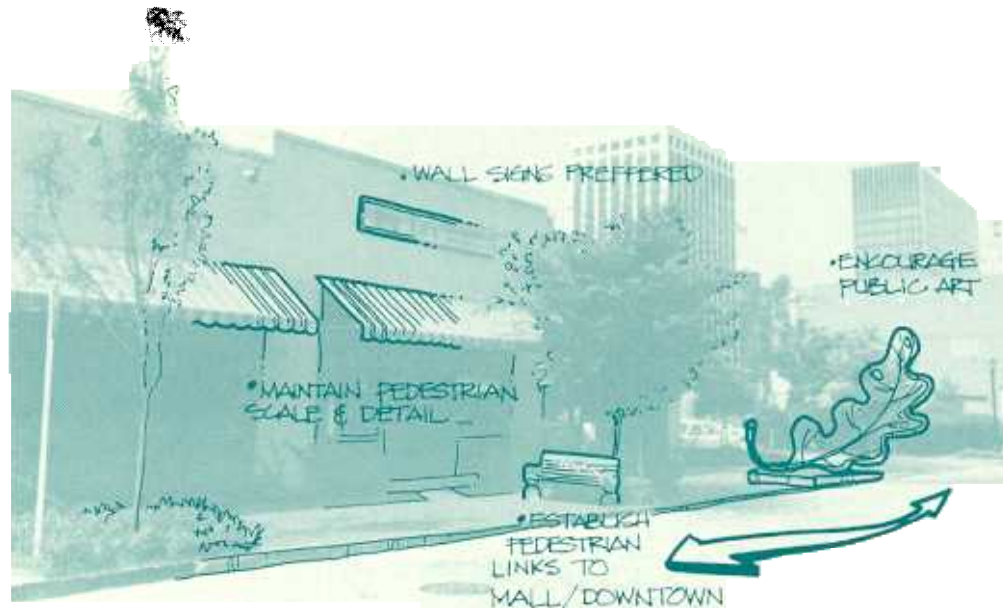
East-west pedestrian corridors should be maintained between Moore Square and the Mall.

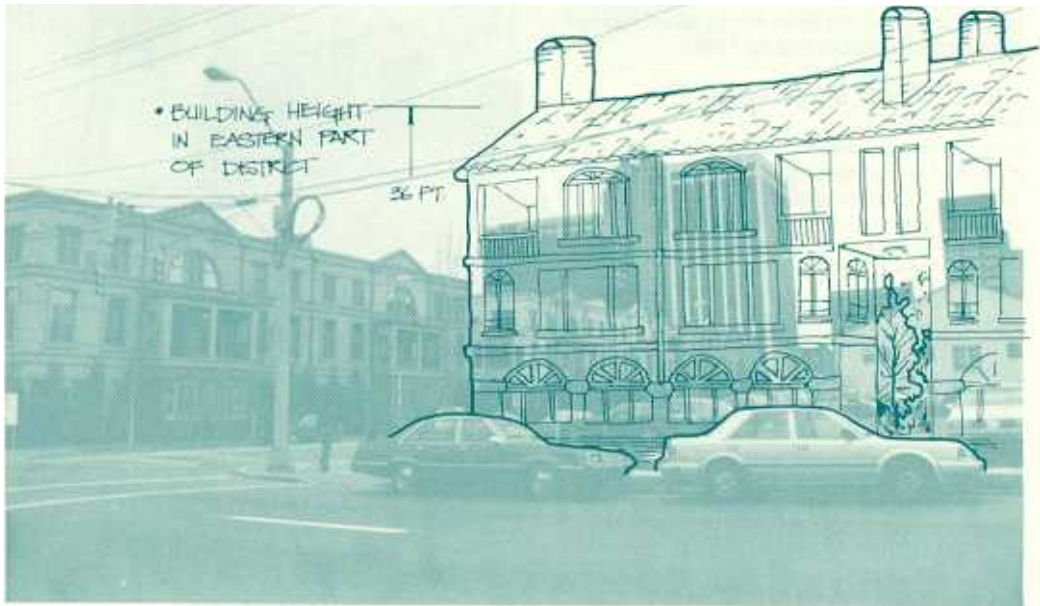
6.08 CONTINUE STREETSCAPE IMPROVEMENTS:

Streetscape improvements comparable in character to the Moore Square streetscape work should be continued to South Street along Wilmington, Person and Blount Street. Granite curbs should be preserved or replaced in kind.

6.09 PUBLIC ART:

Public art should be an important part of any building plan for this area, particularly in the areas adjacent to Moore Square. As an alternative, in-kind contributions or sponsorships of public art in and around the square or Moore Square Station are encouraged.





PARKING:

6.10 STRUCTURED PARKING ENCOURAGED:

Parking decks should be developed as an integral part of mixed use buildings and on the interior of blocks whenever feasible. Surface parking lots should be discouraged in this district. Where developed at the street edge, lots should be bordered by trees and shrubs so as to contribute to the character of the streetwall in the area. Pedestrian access through the streetyard should be well defined and numerous.

**PUBLIC SPACES:
6.11 MOORE SQUARE:**

Moore Square should be enclosed and reinforced as an urban space by surrounding the square with buildings and landscaping, and encouraging increased pedestrian activities. The open view through the park beneath the canopy should be preserved.

6.12 SPECIAL PEDESTRIAN CORRIDOR - NASH SQUARE TO CHAVIS PARK:

A special pedestrian walkway should be developed along Cabarrus Street to link the Nash Square area around the railroad to the Chavis Park area. A greenway along the eastern edge should be developed as a transitional link between the surrounding residential areas and downtown.

SIGNAGE:

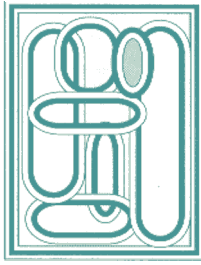
6.13 GENERAL:

Window signs, wall signs and awning signs are the preferred method of business advertising in this area. Projecting signs are not encouraged. A review of the Sign Ordinance as it relates to Downtown should be undertaken to review a variety of issues relating to signs.

6.14 EXTERNAL ILLUMINATION:

All signs in this district that are not located in windows should be externally illuminated.





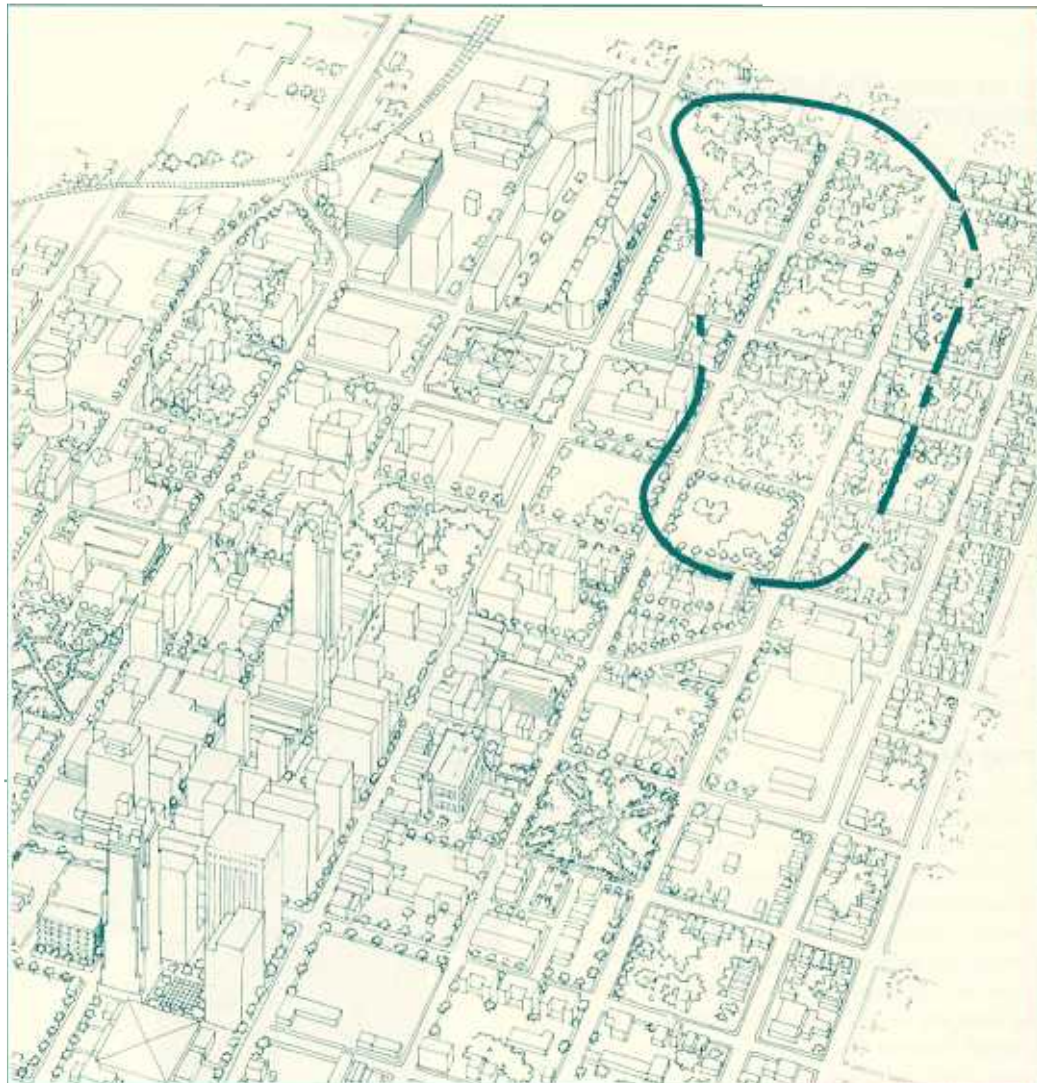
BURKE SQUARE

This is a sensitive transition area between the State Government Mall area and the small scale residential and commercial districts on the east. There are a number of historic structures that have been moved and renovated to house government and institutional uses. Most of the area is in the Blount Street Historic district.

There is mature tree cover throughout. Several surface parking lots exist where houses used to stand. The 1978 Blount Street Plan and the State Government Center Plan show more older houses moved into the area and renovated for State offices and agencies. Much of the sidewalk along Blount Street, around the Governor's Mansion, and Polk and North streets are brick and continued improvements are anticipated.

OBJECTIVES:

- a. Maintain the low scale, fine grained historic character of the area;
- b. Minimize the impact of intrusive uses and facilities;
- c. Develop visual and activity linkages to Downtown East;
- d. Improve pedestrian recognition and orientation;
- e. Minimize the visibility of surface parking lots.



DESIGN GUIDELINES:

BUILDINGS

7.01 INFILL - BLOUNT AND PERSON STREETS:

Infill development along Blount and Person streets should be compatible in scale and character with existing structures in terms of materials, fenestration, roof form, footprint, setback, height and yard spaces, in accordance with the 1978 Blount Street Plan.

7.02 BURKE SQUARE FRONTAGE:

Buildings around Burke Square should be oriented to the square and have major entrances facing the square.

7.03 SITES RESERVED FOR BUILDING RELOCATION:

Sites for moving in additional historic structures should be reserved on Blount, Polk and North streets between Peace and Lane streets, in accordance with the 1978 Blount Street Plan. Intrusive buildings and parking lots should be removed.

7.04 HEIGHTS:

Buildings are limited to 40' in height. Building heights within the Blount Street Historic District should follow the guidelines and standards of the district.

STREETSCAPES

7.05 ENHANCE ENTRYWAY:

A downtown entry point at the intersections of Peace Street with Person and Blount streets should be developed through landscape and paving treatment.

7.06 GENERAL:

A consistent sidewalk and curbstone treatment should be developed throughout the district; the tree canopy should be preserved and new plants added to establish a continuous landscaped corridor between Peace Street and New Bern Avenue, and link to the Downtown East area through use of compatible streetscape materials; the separation between traffic and pedestrians should be strengthened through fewer curb cuts and trees planted between the sidewalk and the curb. On-street parking should be retained.

PARKING

7.07 SURFACE PARKING DESIGN:

Parking facilities should be located in the interior of the blocks or built underground when feasible. Where developed at the street edge, lots should be bordered by trees and shrubs so as to contribute to the character of the streetwall in the area. Pedestrian access through the streetyard should be well defined and numerous. In general, treatment of parking lots should be in accordance with the 1978 Blount Street Plan.

PUBLIC SPACES

7.08 BURKE SQUARE:

Burke Square should be recognized as a prominent public space through special streetscape treatments and signage.

SIGNAGE

7.09 GENERAL:

Signs should be attached to buildings in this district, or made part of an architectural feature of the structure, and should meet guidelines for the Blount Street Historic District as noted in the Guidelines and Standards for Early Raleigh Neighborhood and Buildings published by the Raleigh Historic Properties and Districts Commissions.



APPENDIX A

DESIGN PARAMETERS FOR HIGH INTENSITY DEVELOPMENT

PURPOSE

One of the most important and sensitive urban design issues is building size. The Urban Design Guide would be incomplete without addressing a system for reviewing proposals for high intensity development.

Currently, within the downtown business district, buildings which are developed to a height greater than twice the width of the adjacent street right-of-way are required to apply for a Special Use Permit from the City Council. The guidelines for evaluating building proposals under this Special Use permit process are general in nature. In the past developers have negotiated building design with City administrators and Council until a consensus was achieved on the size and features of the building.

Although Raleigh's experience has been limited, building features addressed during the review process have been common from project to project. These include building height, step backs, retail space, facade materials, landscaping, lighting, fenestration, open space and parking.

The application of general design guidelines in this situation has been confusing and frustrating for the developer and the City. One of the purposes of establishing design parameters for larger buildings is to provide a systematic way of reviewing proposals and identifying building features that are appropriate for these projects. In addition, this system provides a way of accounting for the inherent costs and opportunities that large buildings bring to the downtown area in terms of infrastructure capacity, appearance, environmental influences and pedestrian comfort.

Future plan submittals within the downtown area should include computer models to demonstrate the placement and context of the building including shadows cast on surrounding properties.

APPLICATION

High intensity development is defined as buildings greater in height than twice the width of the adjoining street. Such buildings are to be allowed in three downtown districts: Union Square, Fayetteville Street Mall and Nash Square.

Approval for high intensity development may be given by the City Council after public review of the proposal. The basis for approval will include consideration of the following:

- Impact on Public Parking, Transportation and Road System,
- Utility Capacity,
- Fire and Safety Services Capacity,
- Removal of Existing Buildings,
- Environmental Effects on Nearby Buildings and Spaces,
- Impact on Historic Resources and Fabric of the Community,
- Building Amenities - (described under six categories:)

- Entertainment
- Public Space
- Services
- Urban Design
- Transportation / Circulation
- Preservation

Building Amenities are special features suggested to be a part of new high intensity building projects. Each of these categories is defined in the following section.

AMENITIES

1. ENTERTAINMENT

This amenity category is intended to encourage more pedestrian activity at focus areas, attract downtown visitors and extend the period of downtown activity beyond the standard workday. Entertainment uses include public or private membership clubs offering food, drink and activities such as exercise, dancing, bands or other performers. Theaters may be multi-media, performing arts or cinema. Museums are public spaces for display and preservation of cultural, historical, scientific or artistic resources. Alternate amenities are any not listed that is proposed by a project developer and is determined to be of benefit to the public by the City Council.

2. PUBLIC SPACE

This amenity is intended to encourage new pedestrian areas, to increase the amount of landscaped spaces, sitting areas, convenient walkways, and to provide adequate light and air access. The appropriateness of the open space type used depends in some instances on the location of the project. Public space amenities include atriums and plazas which are publicly accessible open space integral to the building, not creating a void in the building street wall, primarily hard surfaced with flexible seating and landscaping. A sidewalk arcade is a covered exterior walkway along the building face within the property line with openings to interior shops. A sidewalk arcade should encompass the entire block face. Public space improvements include in-kind contributions or construction toward improvements such as fountains, new paving, landscaping, etc. on the Fayetteville Street Mall, any of the five Squares, or other publicly-owned civic space. These improvements must be done in accordance with all approved master plans for these spaces. Rooftop decks or terraces must be accessible to the public and may be associated with a club or restaurant. Alternate amenities are any amenity not listed that is proposed by a project developer and is determined to be of benefit to the public by the City Council.

3. SERVICES

This includes amenities which provide certain commercial and community services for the public primarily but not exclusively at the street level. These include day care centers for children or the elderly, on site or elsewhere in the downtown area. Centers may not be limited to use by building occupants only. Public restrooms must be accessible to the public during normal business hours and properly maintained. A transit facility may include space for transit vehicle stops or equivalent value in contributions for off-site facilities or programs that support transit usage. Parking for visitors provided on-site, in deck or garage configurations which are designed as an integral part of the building, are amenity features. Housing units may be provided on-site and integrated with other uses in the building (including executive suites, apartments, etc.) or provided off-site including contributions for lower income and homeless persons. Shops for retail businesses selling goods and providing personal services may be provided at the ground floor level with access directly onto an exterior sidewalk. Special facilities may be provided to encourage the operation of independent food vendors through the provision of secured storage areas for vendor carts, public

sitting areas with trash receptacles, adequate plaza areas for vendors to use and similar incentives. Alternate amenities are any amenity not listed that is proposed by a project developer and is determined to be of benefit to the public by the City Council.

4. URBAN DESIGN

Under this category are amenities which address aesthetic and historical issues downtown. Historic resources or small retail and service business establishments which are important indigenous elements to downtown are to be considered in the review of large building projects. Major artworks are an amenity feature in new buildings if they are equal in value to at least one-half of one percent of the building value. Building design is intended to encourage unique and distinguished architecture in major buildings within the context of the guidelines described in this report. This may include distinctive building tops, step backs and inviting facades along street frontages, water features, special lighting techniques, or any other extraordinary feature that would bring an exciting or unusual experience to the worker or visitor in downtown. Alternate amenities are any amenity not listed that is proposed by a project developer and is determined to be of benefit to the public by the City Council.

5. TRANSPORTATION / CIRCULATION

This category or amenity includes facilities or in kind capital contribution which encourage better access and circulation for all modes of transportation downtown. This includes space for transit vehicle stops and similar facilities for the public or equivalent value in contributions for off-site facilities or programs that support transit usage. Parking for visitors provided on-site, in deck or garage configurations which are designed as an integral part of the building, are amenity features. Facilities or linkages to off-site facilities which are part of future regional transportation systems encourage alternative modes of transportation and support higher density development. Special features which encourage the use of bicycles by workers, residents or visitors downtown such as storage facilities or access ways are important amenities. Similarly, amenities which encourage and ease pedestrian circulation and access downtown support high intensity development projects. Alternative amenities may include any other facility or program not listed that is proposed by the developer and is determined to be of benefit to the public by the City Council.

6. PRESERVATION

This category of amenity addresses the need to maintain and strengthen those elements which are important components of downtown's historic and cultural fabric and to include their consideration during the review of new building projects. The preservation of such resources or assistance in providing interim locations or relocation sites are to be counted as an amenity feature for the project. The restoration or adaptive use of historic resources can be incorporated as part of a development complex. Preservation easements and covenants that protect a resource in perpetuity are an extremely valuable amenity. In kind capital contributions to Capital Area Preservation, Inc.'s revolving fund can encourage preservation of downtown resources. Alternative amenities may include any other facility or program not listed that is proposed by the developer and is determined to be of benefit to the public by the City Council.

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